



CRS at 100

THE CONGRESSIONAL RESEARCH SERVICE

Informing the Legislative Debate Since 1914



LIBRARY OF
CONGRESS



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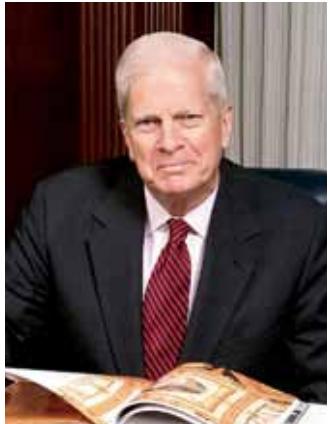
Informing the Legislative Debate Since 1914

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PREFACE



James H. Billington
The Librarian of Congress

For the past century, the Library of Congress has housed one of the major research arms of the United States Congress. The Congressional Research Service (CRS) provides the research and analysis that inform Members in their roles as legislators, overseers and representatives. “CRS at 100” surveys the history and growth of the Service. It contains snapshots of its work in monitoring for Congress both world and national events.

Scholars of American history have not traditionally focused on the first branch of government. Historical commentary on the executive branch is copious, yet the development of Congress is relatively neglected. The reforms introduced by Robert M. La Follette Sr. and his contemporaries more than a century ago were important for the continued health of representative democracy in the United States. They believed in a well-informed legislative branch and argued that effective representative democracy in a complicated world must be based on objective, nonpartisan knowledge. La Follette extended this “Wisconsin Idea” as a “laboratory for democracy” to American national government. Along with other like-minded individuals, La Follette saw his efforts realized in the creation of the Legislative Reference Service, the precursor to CRS.

Intellectual independence is important for the CRS mission. Its analysts do not make political judgments or respond to commercial interests, nor do

they mix policy advocacy with analysis the way many do in both academic institutions and think tanks. While maintaining a high level of serious scholarship, CRS writings provide a base of facts and present policy and procedural issues while deliberately excluding advocacy. CRS provides a unique service to all Members of Congress in their roles of both making laws and overseeing their implementation. CRS epitomizes the singular American tradition of practical wisdom by sharing disciplined thought without a partisan agenda, but with qualitative judgment that can be understood by all who work for the legislative branch. These distinguishing qualities place CRS at the heart of the Library of Congress’s mission to support Congress and further the progress of knowledge and creativity for the benefit of the American people.

Over the past century, CRS has risen to the challenges required of it. Throughout difficult periods of American history, CRS has supplied Congress with analysis and information to assist in critical legislative decisions. When complexity dictates that Congress’s policy alternatives are limited, and when the choice is between “better” or “worse” options, nonpartisan analysis based upon objective information is imperative. CRS has served that role for 100 years. As it embarks upon its second century of distinguished service, CRS will continue to provide Congress with the independent scholarship it requires.



INTRODUCTION



Mary B. Mazanec
Director, Congressional
Research Service

I am honored to occupy the position of director of the Congressional Research Service during its centennial year and to introduce this historical overview of the Service. Created early in the 20th century, the mission of CRS is to provide objective and nonpartisan research and analysis, ensuring that Congress has the best thinking on critical legislative issues. The Service's sole client is the U.S. Congress, and all Members and committees can rely on the authoritativeness and confidentiality of its work. The focus and nature of that work has undergone a significant transformation over the 100-year history of the Service.

When the Legislative Reference Service was established within the Library of Congress in 1914, the small staff provided what its name conveyed—reference information to assist Members in their legislative work. World War II, the growth of government and the increasing complexity of the problems faced by the nation led to a transformation of the Service from a reference bureau to a research and analytical support arm for Members and committees. In the following decades, Congress increasingly realized an ever-growing need for expertise comparable to that available to the executive branch. The 1970 Legislative Reorganization Act addressed this need, establishing a Congressional Research Service that was designed to equip Congress with the tools, both human and material, to provide the research and analysis required to legislate and oversee the activities of government. The act also instructed the Ser-

vice to continue to assist Members in their representational role and provide ongoing documentation of the status of legislation.

To meet its expanded mission, CRS's staff numbers grew substantially in the initial years following the 1970 act. Beginning in the 1980s, however, leaner economic times and budgetary constraints necessitated gradual reductions in staff. Despite challenges posed by reduced staff, CRS, by leveraging technological advances, continues to provide Congress with both breadth and depth of expertise. Our website enables access to thousands of products that analysts and information professionals prepare to assist congressional clients with their legislative work. CRS staff members maintain a menu of products and services addressing key legislative issues. In addition, a vital administrative and technological infrastructure supports this analytical work.

The rich history recounted here is a testament to the vision of those in Congress who spearheaded the creation of a legislative support agency and who guided its transformation over the years. The success of CRS in fulfilling its statutory mission remains, however, a direct result of diligent professional staff, entrusted with the critical task of researching issues and analyzing information and data for elected officials. CRS staff members have been afforded a unique vantage point from which to witness and support key legislative efforts. Interspersed throughout this narrative are profiles of those who have led CRS as well as portraits of selected staff members. These

individuals provide especially noteworthy examples of the breadth and depth of the expertise made available to Congress as it tackled issues of importance to the American people. Their stories are only a part of the larger CRS story. Thousands of dedicated individuals, most of them unheralded and working behind the scenes, have contributed to establishing and maintaining the sterling reputation of the Service. They were—and are—devoted to ensuring that Congress has the information, analysis and support necessary to perform its constitutional duties. I consider myself privileged to be counted among their ranks.

This history of CRS reveals a support agency that

has undergone several major transformations to serve Congress as it evolved over the past 100 years. Moving forward, the Service will face additional challenges as it aims to support the 21st century Congress. Advances in technology will continue to change how information and analyses are developed and consumed. Members of Congress are confronted daily with information from a plethora of sources, including interest groups, media, think tanks and academic research institutions. They must be conversant with a full range of legislative issues and thus, must rapidly discern and interpret information from disparate venues. I believe that CRS remains uniquely positioned to serve as an honest broker of information

for Congress, analyzing competing policy options to inform the legislative debate. I further believe authoritative and objective research and analysis will never lose salience as essential underpinnings of an informed national legislature.

Since 1980, CRS has been housed in the James Madison Memorial Building of the Library of Congress, the nation's official memorial to our fourth president. It is fitting that CRS is associated with Madison, whose words eloquently express a founding principle of the Congressional Research Service: “Knowledge will forever govern ignorance; and a people who mean to be their own governors must arm themselves with the power which knowledge gives.”



Give instruction unto those who cannot procure it for themselves.

CONFIDENTIA





COOL
ADMINISTRATION

ELIHU VEDDER
1895

CRS AT 100: A HISTORY

BY STEPHEN W. STATHIS

"There is, in fact, no subject to which a member of Congress may not have occasion to refer."

— THOMAS JEFFERSON, 1814

The Congressional Research Service of the Library of Congress was developed from the principle, espoused by Thomas Jefferson, James Madison and other Founding Fathers, that the informed legislator is the best legislator. Although the institutionalization of that principle evolved slowly, Congress recognized that while the structural independence of the legislative branch was assured by the system of checks and balances upon which the Founders established the federal republic, its intellectual independence required constant vigilance. The informed legislator, Congress knew, is the keystone of a working democracy.

1800s

CONGRESS'S LIBRARY

Congress laid the foundation for the Service in the original mission of the Library, whose sole purpose was to provide information to the nation's legislators. President John Adams signed legislation establishing the Library in April 1800 as Congress prepared to move from Philadelphia to the new capital city of Washington. In 1802, the first law to specify the Library's functions called for a librarian appointed by the president; authorized the Senate president and House speaker to establish rules and

regulations; and limited book borrowing to Members of Congress, the president and vice president. It also created a joint congressional committee to purchase items for the Library. This Joint Committee on the Library became a permanent standing committee in 1806 and eventually assumed oversight of all Library operations.

When additional books were requested for the collection in 1806, a Senate report reemphasized that the intent was "to furnish the Library with such materials as will enable statesmen to be correct in their investigations and, by a becoming display of erudition and research, give a higher dignity and a brighter luster to truth." The original collection was lost when British forces burned the Capitol during the War of 1812. Thomas Jefferson, in retirement at Monticello in 1814, offered to sell his personal library, the largest and finest in America, to Congress, noting that "there is, in fact, no subject to which a member of Congress may not have occasion to refer." The idea that the nation's legislators needed to make decisions based on an informed understanding of issues prevailed, and Congress agreed to purchase Jefferson's personal collection as the nucleus for a new congressional library.

For a long period, Members held tightly to the

notion that the Library was essentially their Library. Only a select few besides the nation's legislators—the president and vice president in 1802; Supreme Court justices in 1812; the attorney general and the diplomatic corps in 1816; former presidents, cabinet officers, the secretary of the Senate, the clerk of the House and congressional chaplains in 1830—were granted access to it. Until late in the 19th century, when that privilege was extended to the public, the Library's primary object remained unchanged—to provide Members with the knowledge necessary for the intelligent discharge of their business. The Library's transformation from a congressional resource to a national treasure came slowly.

TRANSITION TO A NATIONAL ROLE

John Y. Cole, the Library's leading chronicler, credits Ainsworth Rand Spofford, Librarian of Congress from 1864 to 1897, with permanently linking the Library's legislative and national functions. Early in his tenure, Spofford obtained congressional approval for a series of laws and regulations that ensured a national role for the Library. The most important of these, the Copyright Act of 1870, centralized the nation's copyright activities at the Library and stipulated that two copies of every book,



Sen. Robert M. La Follette Sr., top, and Rep. John M. Nelson, both of Wisconsin, promoted a provision directing the establishment of a legislative reference unit within the Library of Congress.

article, work of fine art, map, chart, photograph or music composition registered for a U.S. copyright be deposited in the Library. Also in 1870, Spofford gained approval to lend books to the public if borrowers made monetary deposits.

By 1897, when the Library moved from over-crowded rooms in the Capitol to the long sought-after, \$6.3 million building across First Street, its collections ranked at the top among American libraries in both size and scope. As Melvil Dewey, director of the New York State Library in Albany, told the Joint Committee on the Library before the building opened, the country now had a true national library, one “to which the libraries of the whole country can turn for inspiration, guidance and practical help, which can be rendered so economically and efficiently in no other possible way.” The building also included separate reading rooms for Members of the House and Senate and space for their general reference service.

1900s

LEGISLATIVE REFERENCE SERVICES

By 1905 the number of Library employees handling the reference needs of Members had grown to six. Today, the country’s largest legislative reference service is housed at the Library of Congress, but at the turn of the last century, the states took the lead in providing information resources to their legislatures, thus contributing to greater legislative independence, not only from their governors, but from vested interests.

The idea that legislators should have information and reference services available to support their

Today, the country’s largest legislative reference service is housed at the Library of Congress, but at the turn of the last century, the states took the lead in providing information resources to their legislatures.

policymaking efforts was first acted on in the late 19th century, when Dewey established a legislative reference section at the New York State Library. While this service chiefly involved the indexing and comparison of legislation for the state legislature, it was the forerunner of similar library services today.

The idea gained ground when it was taken up by some in the Progressive movement—first in Wisconsin, where it had the support of Gov. Robert M. La Follette Sr. After the Wisconsin legislature authorized a library in the state capitol for legislators’ use in 1901, Charles McCarthy, the newly designated document cataloger, became an active purveyor of information to state legislators. In 1903, the Wisconsin state legislature began appropriating funds for a designated legislative reference service. During the next decade, more than a dozen state legislatures created legislative reference bureaus.

1910s and 1920s

PROPOSALS FOR CONGRESS

Oklahoma Sen. Robert Latham Owen Jr. offered the first proposal to establish such a service for Congress in January 1911. Similar proposals quickly followed. Among the strongest supporters were two legisla-



The Legislative Reference Service was created under Librarian of Congress Herbert Putnam.

tors from Wisconsin—Sen. La Follette, the former governor, and Rep. John M. Nelson. Interest in the idea prompted House and Senate hearings.

At a House Library Committee session in February 1912, Nelson read excerpts of supporting letters from former President Theodore Roosevelt and New Jersey Gov. Woodrow Wilson, recognized experts and state reference bureau chiefs. It was Lord James Bryce, however, whom everyone came to hear. “The age in which we live,” the British ambassador and acclaimed author of “The American Commonwealth” (1888), declared:

... is an age in which more and more is demanded of legislation. The people in this country and the

people in every free country are expecting much more from legislation than they did formerly.... There is more intricacy and more detail in statutes, and economic and social problems with which legislation now endeavors to deal become more difficult. There are raised more questions of economic and legal principle upon which it is difficult to form a sound opinion than happened in a previous age of the world.

Bryce believed a bureau that could collect information from the states and great countries of Europe would “be of great value to all those who desire to introduce legislative measures” in Congress.

DEFINING A NEW SERVICE

The goal of a legislative reference service for Congress remained elusive. In February 1913, La Follette told the Senate Committee on the Library that he believed, given his experience in Wisconsin, “it would be unwise to establish a legislative reference library and in that legislative reference library locate the bill-drafting bureau.” While the legislative reference library should be accessible to every Member, only the “president and the congressional committees should be authorized to call upon the Legislative Drafting Bureau to formulate bills.”

Owen countered La Follette’s proposal with one of his own. It called for a legislative reference bureau in the Library that would employ 10 experts in social science, 10 assistants and stenographers as needed. He also proposed a congressional corps of investigators “to aid the President and Members of Congress by briefing them on legislative issues, drafting and

JAMES D. THOMPSON

Head, 1914-1919

Thompson was credited by Librarian of Congress Herbert Putnam with organizing and directing the new Legislative Reference Service. “His equipment for the task was unique, not the least important element in it being his own foundation studies in pure science, a habit of precision and a punctilious devotion to truth for its own sake,” Putnam wrote in his 1915 annual report to Congress.

Thompson, who was born in Durham, England, and educated at Trinity College at Cambridge, immigrated to the United States in 1898. Appointed to the Library of Congress in 1901, he served as chief of the Documents Division and Law Librarian of Congress before his appointment to the new division. He was a “life-long student of politics and social conditions, and a pioneer in modernizing library methods and developing legislative work,” according to the National Cyclopaedia of American Biography.

In 1916, Thompson reassumed the Law Librarian of Congress position while continuing to lead LRS. He resigned in 1919.

Following Thompson’s resignation, responsibility for LRS was divided among Gilbert Hirsch, who succeeded Thompson as Law Librarian, Charles W. Collins Jr. and Walter H. McClenon. Hirsch resigned in 1920, and Collins became Law Librarian as well as supervisor of LRS.

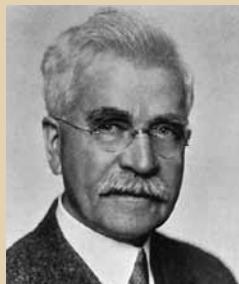
HERMAN H.B. MEYER

Head, 1921-1923

Acting Director, 1923-1927

Director, 1928-1935

Meyer was the first to bear the title of LRS director. He "practically created the Legislative Reference Service of the Library of Congress, which, under his guidance, became an agency of supreme value to Congress in the framing of legislation," according to the National Cyclopaedia of American Biography.



Born in New York City, Meyer trained as a civil engineer at Columbia University. He made a mid-life career change to library work, studying at Pratt Institute Library School early in the new century. He began service at the Library of Congress as a cataloger and bibliographer in 1905.

He rose to positions of increasing responsibility, becoming head of the Newspaper and Periodicals Division and chief of the Order Division and the Bibliography Division before heading LRS. Meyer served until his retirement in 1935. His tenure was extended by executive order for one year beyond his mandatory retirement age.

Meyer was a president of the American Library Association and the author of numerous technical monographs and bibliographies.

revising bills and other legislative measures, and serve as legislative counselors." Owen's bill, unlike La Follette's, contemplated employment of social scientists rather than lawyers.

Librarian of Congress Herbert Putnam was responsible for distinguishing the functions of a legislative reference bureau from those already being performed by the Library. Putnam told the committee the bureau would undertake not only to classify and catalog, but to gather, organize and present pertinent data from books, manuscripts, clippings, files, periodicals and newspapers in response to questions posed by Members. He was not convinced "that the drafting or revision of bills themselves should be associated with the bureau." The corps of bill-drafting experts, he reasoned, should be "part of the organization of Senate and House." Ultimately, Congress followed Putnam's suggestion.

The House Committee on the Library favorably reported a bill calling for the establishment of a "separate bureau in the Library of Congress to be known as the Legislative Reference Bureau." Two days later, the Senate Committee on the Library approved an amended version of La Follette's proposal, which also called for the establishment of a legislative reference division within the Library of Congress, and separately, the creation of a legislative drafting bureau under a chief draftsman. No further action was taken on either bill in the 62nd Congress (1911-1913).

LRS IS BORN

Additional proposals for a legislative reference bureau were offered at the outset of the 63rd Congress (1913-1915), but supporters of a congres-

By adopting his amendment, La Follette believed, "Congress [had] taken an important step to rendering the business of lawmaking more effective, more exact, economically sound and scientific."

sional reference service realized their goal through a Senate floor amendment offered by La Follette to the Library's fiscal year 1915 appropriations bill. The amendment, which was accepted by the House, authorized the Librarian "to employ competent persons to prepare such indexes, digests and compilations of law as may be required for Congress and other official use." By adopting his amendment, La Follette believed, "Congress [had] taken an important step to rendering the business of lawmaking more effective, more exact, economically sound and scientific." Two days after the bill was signed by the president, the Librarian of Congress established the Legislative Reference Service (LRS) by administrative order on July 18, 1914.

The Washington Post praised the creation of the new bureau as going "a long way toward removing the conflicts in the law that now make for litigation and confusion. Eventually it may lead to a system whereby proposed legislation will be clearly thought out and digested before Congress is asked to consider it." The Post recalled that things had gotten so bad that House Speaker James Beauchamp "Champ" Clark once said, "Bills could be introduced in Congress even for green cheese from the moon." Although the research service "might not stop the flood of foolish bills, it could go a long way toward

checking duplications and avoiding loose language in framing the bills,” the Post reasoned.

The Christian Science Monitor expressed hope that the Service would “increase lawmakers’ knowledge of comparative legislation and make statutes more explicit and accurate in phrasing and terminology and conformable to fundamentals of law and equity,” the result being a “lessening of the volume and cost of litigation” and an increased “uniformity” in the legislation being enacted.

Congress broadened the role of the Service a year later when it authorized the Librarian to “employ competent persons to gather, classify, and make available … data for or bearing upon legislation, and to render such data serviceable to Congress and committees and Members.” With few changes, this language appeared in Library appropriation acts for the next three decades until LRS was given permanent statutory existence in the Legislative Reorganization Act of 1946.

MODEST BEGINNINGS

The first LRS work published as a congressional document was a January 1915 compilation on Russian ownership or control of merchant shipping. Two years later, the Senate Rules Committee used Service-prepared committee prints on filibusters and debates to craft a resolution that ultimately resulted in the chamber’s first cloture rule. Initially, however, the number of questions from Congress was small—269 in fiscal year 1915 and 756 in fiscal year 1916. During the remainder of the decade, LRS answered an average of 1,100 congressional inquiries per year.

That figure showed little change in the 1920s, when the yearly average of inquiries was 1,260. The most visible LRS efforts appeared in the form of compilations on various aspects of taxation in foreign countries, a digest of Supreme Court decisions declaring federal legislation unconstitutional, a summary of the origin and causes of World War I, and a lengthy compilation of documents on the origin and development of American constitutional history from

1774 through 1787, “Documents Illustrative of the Formation of the Union of American States.”

In 1927, Congress broadened the mission of the Service to include an annual “Digest of State Legislation,” an action hailed by the New York Times. Most congressional inquiries, however, dealt with routine tasks such as indexing laws, identifying quotes, translating foreign language correspondence and answering basic queries.



Staff at work, 1925.

GEORGE J. SCHULZ

Acting Director, 1935-1936

Director, 1936-1937

A key contribution of Schulz's tenure was his 1937 monograph "Creation of the Senate: From the Proceedings of the Federal Convention, Philadelphia, May-September, 1787." The report chronicled the work of the Constitutional Convention in shaping the U.S. Senate as a coequal chamber of Congress charged with unique responsibilities in the treaty-making and appointments processes. Published as a Senate document in connection with the sesquicentennial of the Constitutional Convention, it was reissued by the Senate Bicentennial Commission in 1987.

Schulz was a graduate of Baltimore Medical College, George Washington University and Johns Hopkins University and held law degrees from the University of Virginia and the National University School of Law. He also served as a history professor and head of the history and public science department at the University of Maryland.

In 1929, Schulz joined the Library, where he was frequently loaned to legislators to provide research assistance on bills. He worked on the Boulder Dam bill, flood control and finance. Schulz was also the author of many studies on political and government topics. Prior to Schulz's directorship, he was Director Herman H.B. Meyer's chief assistant.



From left, Catherine McGruder, Kitty Killens and Mr. Anderson at work, 1941.

1930s

A RESOURCE DISCOVERED

Between 1930 and 1940, the annual number of congressional inquiries grew rapidly, with responses more frequently inserted in the Congressional Record, hearings, reports and documents. One of the primary reasons for the growth was 1935 legislation directing the preparation and publication of a digest of public bills. Decades of publishing periodic and final hardbound volumes for congressional use and dissemination to depository libraries began in 1936 (covering the 74th Congress) and ran through the 101st Congress, when the printed digest was

succeeded by the online Legislative Information System (LIS).

Also in 1936, the Service assumed responsibility for the preparation of "The Constitution of the United States of America: Analysis and Interpretation." "The Constitution Annotated," as it is popularly known, has been regularly updated by attorneys in the Service ever since and remains a standard reference on the nation's founding charter.

By 1937, as one Member noted, the Service, despite limited funds, had "begun to function as its original sponsors in Congress hoped it should." Members were "beginning to appreciate and take advantage of this service available to them. ... Probably no other department of the Government is subject to so much pressure from Members of Congress who often [made] demands for information an hour before they are scheduled to deliver the speech for which they desire the materials sought or even during" floor debate.

When President Franklin D. Roosevelt offered his controversial proposal to add up to six new justices to the Supreme Court, Members looked to LRS for answers. While most responses to inquiries concerning the Feb. 5, 1937, plan attracted little attention, an LRS report on the "Creation of the Federal Judiciary" became a Senate document, and a comparison of the number of Supreme Court opinions written by justices over 70 years of age with those prepared by younger justices captured the attention of several prominent newspapers. Both houses of Congress praised another 1937 study, "Creation of the Senate." The document served as a resource for historical research on the Senate for years to come.

Congressional use of the Service had become commonplace by 1939, as statistics collected for the year showed that every Senator and a majority of the House (399 out 435 Representatives) turned to LRS for assistance. More significantly, LRS operated more proactively, anticipating questions of economic and social importance, and assembling and disseminating relevant statistics as well as objective factual information.

1940s

WAR CHANGES NATURE OF REQUESTS

With the outbreak of World War II, the nature of requests changed dramatically. LRS Director Luther H. Evans told the Washington Post in 1940 that his staff could “read the paper and tell what calls there [would] be from Congressmen by noon.” Hot topics were military, naval and aviation histories of World War I, munitions, an unprecedented third presidential term, immigration and subversive activities. That year, the Washington Post ran a sweeping photo essay depicting LRS staff answering phones, typing requests in triplicate and scrutinizing reams of documents.

In 1941, several months before Pearl Harbor, the Service established a special defense section to assist the federal Advisory Commission to the Council of National Defense. During the war, it also worked on a contractual basis for the Office of Emergency Management and the State Department. These services, reimbursed from defense funds and those of several federal agencies, confirmed in the eyes of Congress, as well as executive agencies, that LRS was capable of supplying services not available elsewhere. Also during this era, the Service produced some 100

Public Affairs Bulletins that addressed timely policy issues. Congressional appropriators discontinued the bulletins in 1951 to redirect funds to other activities.

THE EVOLUTION OF LRS

In the 1940s, Congress saw LRS become an institution that differed significantly from what it envisioned in 1914. A new perspective began to take root in October 1942, when Rep. Everett M. Dirksen of Illinois sought to expand the Service because he



President Harry S. Truman, left, presents the Collier's Congressional Award to Sen. Arthur H. Vandenberg, Michigan, and Rep. A.S. "Mike" Monroney, Oklahoma, at a Rose Garden ceremony on April 11, 1946. Monroney received the award for work that resulted in the Legislative Reorganization Act of 1946, which, among other recommendations, called for an increase in the size and scope of LRS.

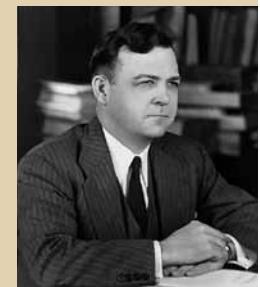
LUTHER H. EVANS

Director, 1939-1940

Evans, appointed by Librarian of Congress Archibald MacLeish, served just one year in LRS before being named MacLeish's chief assistant librarian. Following MacLeish's resignation in 1945, President Harry S. Truman appointed Evans to succeed MacLeish.

As Librarian, Evans served with various U.S. delegations during the forming of UNESCO, the United Nations Educational, Scientific and Cultural Organization. In 1953, he resigned to become UNESCO's director-general, a position he held until 1958. In later years, Evans served as president of United World Federalists and as director of International Collections at the Columbia University Library until his retirement.

A Texas native, Evans received his bachelor's and master's degrees from the University of Texas at Austin and a doctorate in political science from Stanford University. Between 1927 and 1935, he taught political science at New York University, Dartmouth College and Princeton University. In the latter year, Evans headed the Historical Records Survey, a major reorganization of the National Archives undertaken by the New Deal's Works Project Administration. Evans died in 1981 at age 79.





An all-staff meeting in the Senate Reading Room (now the Jefferson Congressional Reading Room), 1948.

"deplored the lack of independent, firsthand information on the work and expenditures of the executive branch." Behind every executive branch request for budget authority is "extensive research, many figures and much testimony to prove to Congress that the funds are required," Dirksen told House colleagues.

"We have been taking the word of officials directly interested in expanding their working forces and increasing their costs. Congress is no longer in on the ground floor determining either policies, expenditures or functions. We merely approve or disapprove plans and estimates prepared by others."

Following World War II, Congress became increasingly concerned with its limited ability to respond to problems generated by the war and the staggering obligations confronting the United States,

Following World War II, the internal structure of the legislative branch seemed antiquated, its sources of information limited and its staffing inadequate.

which had emerged from the global upheaval as the world's most powerful nation. Members also worried that Congress was losing its status as a coequal branch of government, that during the Depression and war years it had drifted into a secondary position through the delegation of many powers to the executive branch. The internal structure of the legislative branch seemed antiquated, its sources of information limited and its staffing inadequate.

PERMANENT STANDING FOR LRS

By December 1944, those concerns prompted the creation of a Joint Committee on the Organization of Congress to study and make proposals to improve the effectiveness of Congress. Under the chairmanship of Rep. A.S. "Mike" Monroney of Oklahoma and Sen. Robert M. La Follette Jr. of Wisconsin, the committee 15 months later reported the Legislative Reorganization Act of 1946.

The act called for an immediate increase in the size and scope of LRS. Congress, it reasoned, would have a reliable resource for accurate, authoritative and current information, and an independent resource of its own, comparable in quality to those of the executive branch. George B. Galloway, a prominent political scientist and LRS specialist,

ERNEST S. GRIFFITH

Director, 1940-1958

Griffith, the longest-serving director, has been called the "father of CRS" and the "architect of today's CRS." Under his leadership, LRS became a robust resource on which Congress depended for independent research and analysis, enhancing Congress's status as a coequal branch of government.

Griffith directed LRS as it prepared for and implemented the provisions of the Legislative Reorganization Act of 1946, which established LRS as a separate department within the Library, increased its appropriations and allowed it to hire experts to inform Congress on a broad range of legislative issues. By the time he stepped down in 1958, the LRS staff was five

times larger than when he took charge and handled three times the number of congressional requests.

When asked to describe his achievements as director, Griffith replied: "I think I am proudest of the fact that we have operated independently of the executive branch in a technical age."

Born in Utica, N.Y., Griffith earned a bachelor's degree from Hamilton College. Following two years in the Naval Air Service during World War I, he attended Oxford University as a Rhodes Scholar, earning a doctorate in 1925. He served on the faculty at



Princeton and Harvard universities and as a dean of the graduate school at Syracuse University.

Griffith left LRS to become the founding dean of the American University School of International Service. He was the author of several books on government, including "The Modern Government in Action," "Congress: Its Contemporary Role" and "The American System of Government," the latter based on a series of Fulbright lectures he gave at Oxford. He served as editor and co-author of "Research in Political Science" and co-editor of "Congressional Anthology: Favorite Poems of Senators and Representatives." Griffith died in 1997 at age 100.

Right: Director Ernest S. Griffith; Sen. John L. McClellan, Arkansas; and Sen. Everett M. Dirksen, Illinois, 1951.

Below: Griffith with senior specialists in the Whittall Pavilion, 1951. From left: Raymond E. Manning, taxation and fiscal policy; Asher Achinstein, housing; James P. Radigan Jr., American public law; Meyer Jacobstein, money and banking; Burton N. Behling, transportation and communications; Halford L. Hoskins, international affairs and Middle East; Gertrude M. Campbell, secretary; Griffith; Wilfred C. Gilbert, assistant director; Gustav Peck, labor; George B. Galloway, American government and public administration; Walter W. Wilcox, agriculture; Francis R. Valeo, foreign affairs.



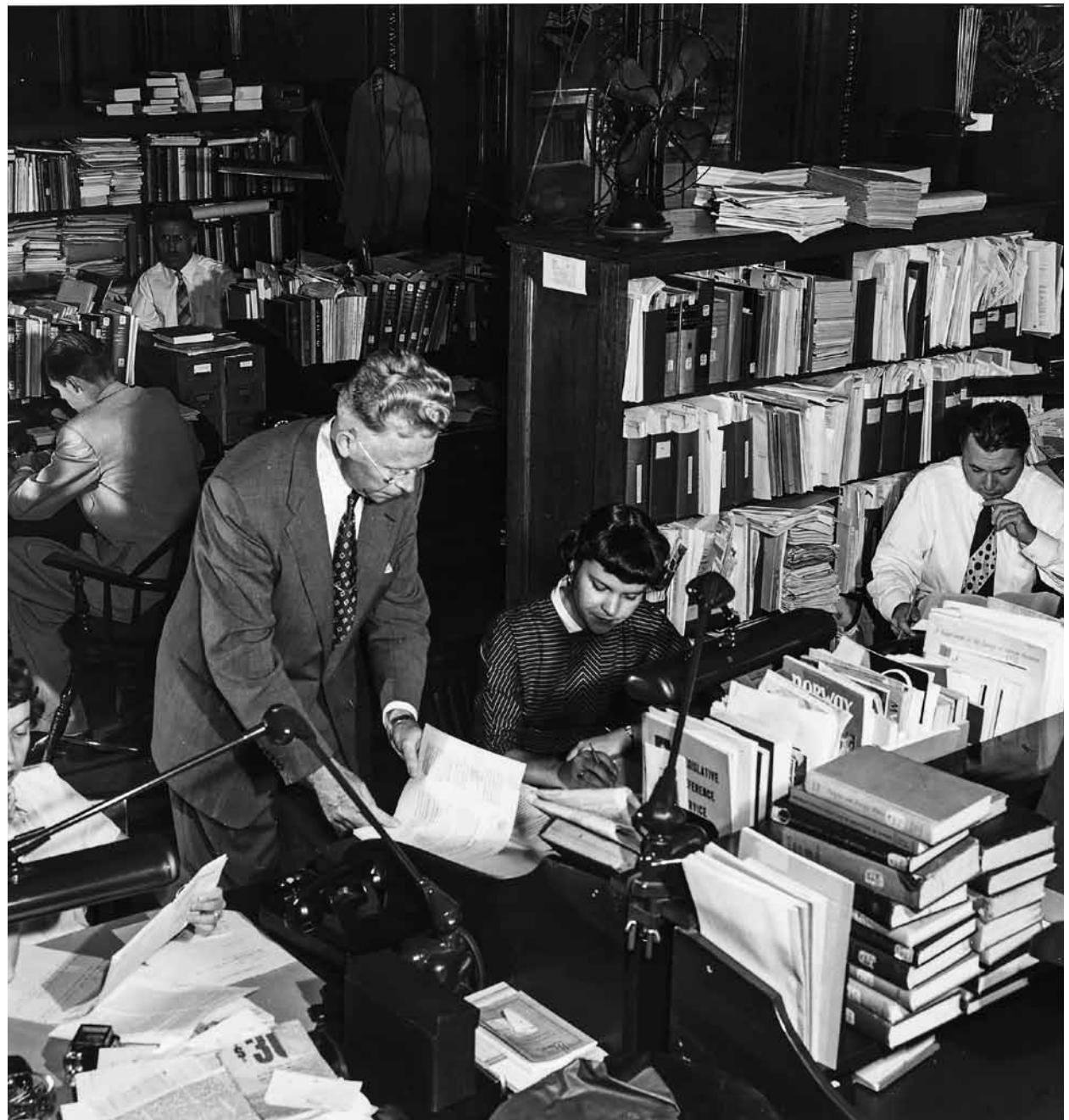


Clockwise from left: The House Reading Room (now the Members Room), 1945. Francis R. Valeo, chief of the Foreign Affairs Section, consults with Mary Shepard, analyst in international organization, 1951. LRS documents available for use by Members of Congress, 1951.



Above: Staff locate research materials, 1956.

Right: Halford L. Hoskins, standing, works with staff, 1953.



The 1946 Reorganization Act increased the Service's responsibilities, gave it a larger sense of mission and directed it to hire senior policy specialists to provide expertise to Congress.

served as staff director and was instrumental in the committee's work.

The 1946 Reorganization Act increased the Service's responsibilities, gave it a larger sense of mission and directed it to hire senior policy specialists to provide expertise to Congress within each of the broad subject fields covered by a newly streamlined committee system. LRS was to: (1) advise and assist committees in the analysis, appraisal and evaluation of legislative proposals pending before them; (2) gather, classify, analyze and make available data bearing upon anticipated legislation for use by Members and committees; and (3) prepare summaries and digests

of public hearings, bills and resolutions. The act gave jurisdiction over the Library, and by extension LRS, to the Committee on House Administration and the Senate Committee on Rules and Administration, and specified the number of Members each would contribute to the Joint Committee on the Library.

Today, those House and Senate committees continue to exercise legislative and oversight jurisdiction over the Library and the Service, while the joint committee also serves to coordinate supervision of and consultation with the Library.

Within a few months of the law's passage, Richard L. Strout of the Christian Science Monitor wrote that Congress was beginning to discover "for the first time in American history, the advantages and delights of having its own expert research staff." The "Congressman's Brain Trust," which it was quickly nicknamed, also prompted major stories in the St. Louis Post Dispatch, Wall Street Journal and U.S. News and World Report. A lead article in This

Week Magazine suggested that the "newly expanded Legislative Reference Service may shift the balance of power in Washington."

Librarian of Congress Luther H. Evans, the former LRS director, made the following observation regarding the initial impact of the 1946 Reorganization Act on LRS: "No major legislation considered by the Congress during the past session was acted upon without a contribution of some kind from the Service, either in connection with the hearings, the study and analysis of testimony and other evidence, for formulations of conclusions and the preparation of reports, or the debating of issues."

1950s

EXPLORING NEW FRONTIERS

During the 1950s, the Service gained publicity for its work on the Social Security Act Amendments and the McCarran Internal Security Act. Congress relied upon LRS expertise on the military aspects

HUGH L. ELSBREE

Director, 1958-1966

Elsbree was a "political scientist of wide repute and a dedicated public official" who "earned the respect and confidence of the Congress through his skillful and competent leadership of the Legislative Reference Service in a period when Congress has experienced its greatest need for research assistance," Sen. Robert Byrd said upon Elsbree's retirement.

Elsbree joined LRS as a research counsel in 1945 and was later promoted to senior specialist in

American government and public administration. He served as deputy director under Ernest S. Griffith and was appointed director by Librarian of Congress L. Quincy Mumford.

Elsbree earned bachelor's, master's and doctoral degrees at Harvard University. As a Sheldon Traveling Fellow, he studied in Paris and Geneva. He was a faculty member at



Harvard University, Dartmouth College and Wayne State University. During World War II, he worked in the Office of Price Administration and the Bureau of the Budget.

A longtime member of the American Political Science Association, Elsbree served as managing editor of the American Political Science Review. After retiring from LRS, Elsbree and his predecessor Griffith edited the Praeger Library of U.S. Government Departments and Agencies, a series of 35 volumes. Elsbree died in 2004 at age 100.



The Inquiry Section handles some 700 congressional inquiries a day, 1964. Seven recorders analyze calls and letters for assignment to the appropriate specialist. Peter B. Sheridan is in the foreground.

of national defense, and it published insightful LRS handbooks such as “Congressional Power of Investigation” and “Internal Security Manual” as congressional documents. LRS reports were also regularly placed in the Congressional Record.

Prominent among congressional concerns during this period of the Cold War were the intentions, power and threat of the Soviet Union. Among the most

prominent works produced by LRS was a comparative study of the economic strength of the Soviet Bloc and Western powers. The New York Times credited the analysis with making a “valuable contribution to the discussion of economic competition between the free world and the Communist world.” The Service also completed significant studies for congressional committees on Soviet politics and the Soviet economy.

The Supreme Court’s unanimous 1954 ruling in *Brown v. Board of Education*, that segregated education facilities were unconstitutional, incited one of the most hotly debated issues of the 1950s. LRS answered questions on all sides of the issue with objective reports on the constitutional, legal, financial and social aspects of segregation and integration. Subsequently, at the request of the Commission on Civil Rights, LRS completed a large research project on state-federal legislation that actually or potentially infringed on civil rights with regard to race, religion, color or national origin. The commission used the project’s results for its own study and reports to the president and Congress.

Sen. John F. Kennedy turned to LRS for assistance while preparing his 1957 Pulitzer Prize-winning “Profiles in Courage.” In his preface, Kennedy named senior specialists William R. Tansill and George B. Galloway, who “made important contributions to the selection of examples for inclusion in the book.” In 1959, Tansill saw his nearly two decades of work for Members desiring statehood for Alaska and Hawaii culminate with the admission of the two territories as states.

In 1958, LRS established a Natural Resources Division to respond to an increasing demand for research dealing with agriculture, conservation, engineering, public works and mineral economics. A year later, a Roll Call article, “Legislative Reference Service, Congressman’s Best Friend,” characterized LRS’s activities as “Research Under Pressure.” The Service, the article went on to say, “fulfills Congress’s needs and provides the research that is often the basis of world-shaking events. … LRS specialists cannot

afford to follow the slow, methodical procedures of the scholar who hopes to complete a voluminous historical work before he dies."

Also in 1958, Director Ernest S. Griffith's 18-year tenure came to a close. Griffith saw the importance of mutual confidence between the inquiring legislator and LRS, emphasizing the need to hire high-caliber personnel to meet its obligation to Congress. Before leaving LRS, he prepared a valedictory on the "Service's Achievements, Problems, and Potential." In those remarks, Griffith remained, as he had for almost two decades, a visionary. More than a decade before the Legislative Reorganization Act of 1970 would change the name of LRS, Griffith stated that "the name 'Legislative Reference Service' has come down from an earlier and simpler age":

At the time it was originally adopted, the name was reasonably descriptive. Today it is neither pertinent, explanatory nor correct. Research, analyses and consultation were always part of the Service's ability. Today, they have come to be, not only its most important part but also its greatest time consumer. Under these circumstances, the appropriate Committees might wish to consider a change in the name of the Service to the "Congressional Research Service."

1960s

PRELUDIO TO REORGANIZATION

The social change and significant legislative achievements of the 1960s were reflected in the work of LRS. Civil rights again commanded the nation's attention during the 1963 March on Washington.

EILENE M. GALLOWAY

Matriarch of Space Policy

In 1958, Galloway helped Congress create the agency that landed Americans on the moon.

Amid fear and anxiety following the Soviet Union's launch of Sputnik in 1957, Senate Majority Leader Lyndon B. Johnson called upon Galloway, defense analyst at LRS, to assist Congress in determining how to respond.

Galloway helped set up hearings on satellite and missile programs for Johnson, chairman of the Senate Preparedness Investigation Subcommittee. The hearings turned "the fear of war into hope for peace," Galloway said, as scientists gave testimony that high-

lighted the opportunity in space for peaceful exploration and international cooperation.

With those ideas in mind, Galloway assisted Johnson and House Speaker John McCormack in crafting the National Aeronautics and Space Act, which created NASA. Her seminal contributions to the Act included that NASA be formed as an administration, so that it could more easily coordinate across government agencies, and that NASA be encouraged to act internationally.



The largest demonstration in Washington, D.C., up to that point, and one of the first to have extensive television coverage, drew an estimated quarter of a million people to the capital on Aug. 28. Over the next 10 months, civil rights dwarfed all other LRS work until the Civil Rights Act of 1964 was signed.

During the 1960s, LRS provided extensive support to consideration of prominent measures such as the Social Security Amendments of 1965 and 1967, Medicare Amendments of 1965 and the Tax Reform Act of 1969. From hearings through markup, floor debate, conference committee and implementation of the law, LRS performed a significant role.

The Service received widespread attention when, in August 1964, it established a Science Policy Research Division in response to growing demand for more and better scientific analysis. At the time, fewer

Galloway worked on space issues through the rest of her life, even after she retired from CRS in 1975 as a senior specialist. She served on NASA advisory committees, participated in international colloquia and published articles. She was the first recipient of a Lifetime Achievement Award from Women in Aerospace, and she received the NASA Public Service Award and Gold Medal in 1984. The annual international Galloway Symposium on Critical Issues in Space Law is named for her.

Born in Kansas City, Mo., in 1906, Galloway graduated from Swarthmore College with a degree in political science. She died in Washington, D.C., in 2009 at the age of 102.

LESTER S. JAYSON

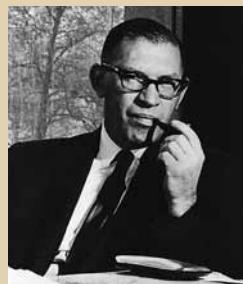
Director, 1966-1975

Jayson served as director during the period surrounding the 1970 Legislative Reorganization Act, which transformed LRS into CRS, the analytical support arm of Congress. His tenure saw a doubling of staff and the infusion of high-level analytical expertise.

Jayson came to LRS in 1960 as a senior specialist in American public law. He became chief of the law division and then deputy director. In 1964, Jayson published "Federal Tort Claims: Administrative and Judicial Remedies," considered a preeminent primary source. He was also the supervising editor of "The Constitution of the United States of America: Analysis and Interpretation."

Jayson graduated from the College of the City of New York and Harvard Law School. His public service began in 1942, when he served as special assistant to the U.S. attorney general, and continued through 18 years at the Department of Justice in various positions.

After retirement, Jayson was a professor of constitutional and American law at the Potomac Law School. He was active in the Federal Bar Association and the American Bar Association. He died in 1999 at age 84.



than 20 Members of Congress had advanced degrees in the sciences, and committee personnel included few trained science professionals. The expectation was that the division would assist Congress in developing U.S. scientific and technology policy, an area in which decisions involving billions of federal dollars were made annually.

During this era, the Service regularly attracted the attention of admiring observers. LRS was referred to as the "U.S. answer men," "Capitol's Quiz Kids," "Hill brain trust," "Congress's right arm," "Congress's store of facts," "Congress's 'G Men,'" "Congress's intelligence unit," and "the federal government's living encyclopedia department." Despite these plaudits, by the mid-1960s, some Members expressed concern that the overall work of the Service was lacking in scope and depth. Counteracting these concerns were Members who blamed the situation not on LRS, but on congressional offices for saddling it with non-legislative work such as answering constituent requests and writing speeches and Congressional Record statements. Thus began an effort designed to give LRS more resources to devote to substantive research.

1970s

CHANGING TIMES, A CHANGING SERVICE

During the two decades preceding passage of the Legislative Reorganization Act of 1970, constituent service grew significantly. At the same time, issues of public policy became more complex as interactions between society and government increased and political controversy over policies and goals deepened. Government action was viewed as a means for

Congress required a pool of experts who, on their own initiative, could formulate and analyze constructive options and alternatives to proposed programs and policies.

satisfying the basic needs of the American people as well as addressing issues that transcended state and local government.

Radio and television coverage of the Senate's Kefauver Crime Committee hearings and Army-McCarthy hearings in the 1950s and Fulbright-Vietnam hearings and Watergate in the 1960s and 1970s brought the work of Congress into every American living room. In the late 1950s, the introduction of commercial jet service made it feasible for Members to more frequently visit their constituents and for constituents to fly to the nation's capital to voice their opinions. Congressional use of the Service reflected these developments. Constituent inquiries increased as political activity in communities heightened and citizens became more aware of federal policy.

THE 1970 LEGISLATIVE REORGANIZATION ACT

With the 1970 Reorganization Act, Congress recognized that it needed additional assistance both to analyze legislation and to accommodate the expanding needs of the nation. It was no longer sufficient for the Service to be primarily a reference-oriented entity. Congress placed particular emphasis on the Service assuming new substantive responsibilities as an analytical resource providing close support for

Members and committees. Congress required a pool of experts who, on their own initiative, could formulate and analyze constructive options and alternatives to proposed programs and policies.

“In theory, the legislative and executive branches are co-equal partners in American government,” where “congressional expertise matches executive expertise,” wrote Sen. Alan Cranston in 1970. “Unfortunately, the theory is not fact. ... The theory of co-equality between the legislative and executive branches, in the terms of information-gathering facilities available to them, will probably never be true. But the expertise gap can be considerably narrowed with an expanded Legislative Reference Service.” This observation came almost six years after the 1965-1966 Joint Committee recommended a new charter for the Service, and a new name—the Congressional Research Service.

The intent of the 1970 Reorganization Act was to transform the Service into Congress’s own “think tank” for objective, nonpartisan policy analysis. Although most new responsibilities were already being undertaken on an exploratory or special assignment basis, the mandate called for several new services, especially with regard to work for committees. The act also provided that after consultation with the Joint Committee on the Library, the Librarian would appoint the CRS director.

RESPONDING TO A DIFFERENT MANDATE

Before passage of the 1970 Act, the Service conducted wide-ranging, two-year self-examinations of its procedures, products and services and its ability to provide expert analyses on policy problems. As-

sembling the new model contemplated by Congress would not occur overnight. As a consequence, even before the act was signed, the Service began to prepare for a heavier load of analytical assignments.

CRS established new priorities for personnel recruitment. It formulated plans, guidelines, standards and methods for policy studies. While placing a strong emphasis on policy analysis and committee support, the Service reaffirmed its responsibility to assist Members both in their capacity as legislators as

well as in serving the representational needs of constituents. The Service also reaffirmed strict confidentiality in all aspects of its work for Congress.

CRS launched a liaison relationship with the General Accounting Office (GAO, now the Government Accountability Office) and adopted a system to track some 150 active legislative policy issues identified for priority attention. It instituted procedures for contracting, space acquisition and equipment purchases. CRS opened a reference center in the



The gallery overlooking the Main Reading Room is converted to LRS office space as the Thomas Jefferson Building becomes crowded, 1969.

WALTER KRAVITZ

'Mr. CRS'

Kravitz was a highly respected analyst on Congress who was instrumental in the Legislative Reorganization Act of 1970. For years, he was "Mr. CRS" to many in CRS and in Congress.

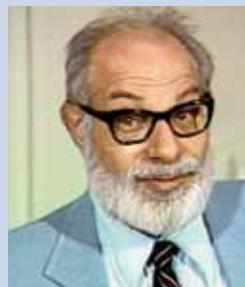
In the 1970 Act, Congress assigned CRS broader responsibilities and directed it to work more closely with committees.

Kravitz was at the heart of these developments, as the top professional aide to the Joint Committee on the Organization of Congress. Kravitz informed the legislation with his detailed knowledge of the organization and procedures of the House and Senate.

Kravitz assisted committees and lawmakers on congressional reform, budgetary processes, legislative-executive relationships, party leadership and floor procedures. He produced scores of CRS reports, as well as the first edition of American Congressional Dictionary.

Upon his retirement in 1979, Kravitz was presented with the Distinguished Service Award, the highest honor of the Library.

A native of Brooklyn, N.Y., Kravitz served in the U.S. Army during World War II, and received his undergraduate and graduate degrees from New York University. He died in 1994 at the age of 69.



Rayburn House Office Building to provide in-person service on reference inquiries, and created a hotline so that questions of who, what, when and where could be answered quickly.

On March 8, 1976, the Congressional Research Employees Association (CREA) became the exclusive bargaining representative for CRS employees. Organization took place after the Library of Congress created a labor-management program in 1975. CRS employees in professional positions voted to include employees in nonprofessional positions in the same bargaining unit, resulting in one union representing all non-management employees.

SERVING COMMITTEES

With the passage of the 1970 act, the Service began immediately assisting congressional committees on a broad range of issues, including campaign finance legislation, energy and fuels policy, science policy, foreign policy, housing and welfare reform. Of particular note was a House committee request for a multi-year examination of the relationship of science and technology to the formation and conduct of foreign relations. The resulting 15 committee prints, published under the overall title "Science, Technology and American Diplomacy," formed the basis for several congressional hearings.

In early 1973, the Senate responded to growing concern about a break-in at the Democratic National Committee headquarters at the Watergate office complex and the Nixon Administration's alleged attempted cover-up of its involvement. A Senate Select Committee on Presidential Campaign Activities, established in February 1973, placed a heavy demand

on the time and talents of CRS as a concerned nation became increasingly aware of the unprecedented events unfolding in Washington.

The intensity of effort increased with Vice President Spiro Agnew's resignation in 1973, the nomination of Rep. Gerald R. Ford to be vice president, the House Judiciary Committee's impeachment investigation of President Nixon and his subsequent resignation, and Ford's assumption of the presidency in August 1974. Related work dealt with the Federal Election Campaign Act Amendments of 1974, the Presidential Recordings and Materials Preservation Act of 1974, Nixon's rights to various transition benefits, the nomination of New York Gov. Nelson Rockefeller to be vice president and consideration of 35 legislative proposals put forward by the Watergate Committee, including provision for independent counsels. At the same time, analysts were involved daily in the development of the Congressional Budget and Impoundment Control Act of 1974, which provided for the establishment of House and Senate Budget Committees and also created the Congressional Budget Office (CBO).

1980s

FROM CRAMPED QUARTERS TO A NEW HOME

Between fiscal years 1970 and 1980, CRS staff more than doubled. This made it possible to handle a larger, more challenging workload and to respond quickly; however, the growing staff placed a considerable strain on office space. Employees were squeezed into makeshift offices built in every available space in the Thomas Jefferson and John Adams Buildings. The director and his staff had offices in

the House Reading Room. Other units occupied the upper floors of the Library's Great Hall, the rotunda balcony in the upper galleries of the Jefferson Main Reading Room, a large Adams reading room and tiny attic spaces above book storage decks.

Staff bade farewell to the frescoes, statues, marble floors and tourists in 1980 when the Service moved to modern offices in the newly built James Madison Memorial Building. For the first time since 1974, all Service employees were located in the same building. Relocation allowed management to implement a number of long-planned productivity improvements for efficient work flow, storage of materials in appropriate areas and more effective use of equipment.

Also in 1980, the Senate adopted a resolution expressly affirming the confidentiality of CRS's relationships with congressional clients and extending

the protection of the Speech or Debate Clause of the Constitution to CRS's work for Congress.

SEMINARS, WORKSHOPS AND INSTITUTES

The 1970 mandate encouraged the development of new services and more effective ways of providing traditional services without sacrificing research standards. Beginning in the 1970s and continuing through the 1980s, CRS offered, tested and steadily refined a variety of workshops, seminars, institutes and policy discussions. Some remained ad hoc undertakings; others became institutionalized and continue to this day. Seminars and workshops quickly proved to be an invaluable way to provide busy Members and their staff with information and analytical insights on complex issues.

In 1976, CRS and the Institute of Politics at



Vastine Platte records requests from congressional clients in the Inquiry Section, 1970s.

GILBERT GUDE

Director, 1977-1985

Gude, a five-term Member of Congress, was appointed director in 1977 by Librarian Daniel J. Boorstin, who called him "a man of nonpartisan vision, of sterling integrity and of civic imagination."

As director, Gude initiated a series of changes designed to improve the timeliness and quality of materials provided to Congress. These included an enhanced Member and committee liaison effort, a program to upgrade CRS publications and a renewed emphasis on objectivity in research and analysis.

Under Gude's leadership, CRS established the Legislative Institute series, legislative process pro-

grams designed to help Member and committee staff effectively use CRS services. He oversaw the relocation of Service staff in 1980 to the James Madison Memorial Building. Gude also brought CRS into the automated age. During his tenure, CRS installed computer workstations, selected software programs and trained staff to use them.

Gude was born in Washington, D.C. During World War II, he served in the Army Medical Department. He earned a bachelor's degree in horticulture from



Cornell University and a master's degree in public administration from George Washington University. Gude held numerous elected and political positions before coming to CRS. He served in the Maryland House of Delegates and the Maryland Senate as well as the U.S. House of Representatives.

A champion of the environment, Gude was the author of two books about the Potomac River—"Where the Potomac Begins: A History of the North Branch Valley" and "Small Town Destiny: The Story of Five Small Towns Along the Potomac Valley." He died in 2007 at age 84.



Excavation for the James Madison Memorial Building began in the summer of 1971. The building officially opened in 1980.

WAYNE RIDDLE

Authority on Education Policy

Riddle, a leading authority on elementary and secondary education issues, served as a resource to Congress for nearly 40 years.

Riddle joined CRS not long after the passage of the Elementary and Secondary Education Act (ESEA) of 1965, which authorizes the federal government's major programs aiming to improve educational opportunities for low-income students. Riddle was a key contributor to Congress's work on ESEA, from the early stages when Congress was grappling with the implementation of provisions designed to provide compensatory assistance to schools serving large shares of economically disadvantaged students, to

later stages when Congress focused on expanding and refining educational accountability provisions.

Riddle led efforts to support Congress in all reauthorizations of ESEA from the 1970s through his retirement in 2008. He was one of the principal architects of the funding formulas used to distribute compensatory funds across states and school districts, and he assisted in the development and refinement of many other facets of ESEA programs.

Demand for his input and analysis was exceptionally high during his career. He was renowned for



his creativity, ability to generate ideas that facilitate compromise and for the speed with which he could handle complex tasks. Riddle produced more than 500 written products during his tenure.

"He has served our country well, and made a very real difference in the lives of countless children who have benefited in their education because of his expertise and dedication," said Sen. Edward "Ted" Kennedy in a tribute in 2008.

Riddle was born in 1947 in Asheville, N.C. He earned a bachelor's degree in history from the University of Virginia and a master's degree in economics from George Washington University. He resides in Crozet, Va.

Seminars and workshops quickly proved to be an invaluable way to provide busy Members and their staff with information and analytical insights on complex issues.

Harvard University's Kennedy School of Government jointly sponsored the first seminar for newly elected Members of Congress. The program's goal was to inform freshmen Members on the intricacies of the legislative and budget processes, domestic and defense budgets and the role of Congress in dealing with a wide range of issues, including taxes, the econ-



Kathleen Shea (now Kathleen S. Swendiman), legislative attorney, 1977.

omy, energy, urban problems, health care, defense and international relations. Since 1983, before the convening of each new Congress, freshmen Members have gathered at a multi-day retreat in Colonial Williamsburg, where a wide range of well-known leaders and distinguished scholars join with Service specialists in making presentations on prominent topics.

One of the Service's most influential contributions has been the Legislative Institute series inaugurated in fiscal year 1977. The first two, the Basic and Advanced Institutes, offer congressional staff courses on the procedural activities of Congress in a sequential, organized manner. CRS added the third, the Graduate Institute, in fiscal year 1980. The Graduate Institute gave legislative staff an opportunity to role-play a Member of a model Congress working on a major piece of legislation, from introduction to final passage, by applying the knowledge gained from the first two institutes.

In 1981, at the request of the Senate Judiciary Committee, CRS held its first Federal Law Update briefings on current legal topics of interest to Members of Congress and staff. Three years later, the series was expanded to a semiannual series of lectures. Today, the bars of numerous states approve continuing legal education credit for attendees of this series.

Beginning in 1986, CRS added workshops for Members and staff on current policy problems. In addition to resident specialists, these sessions featured academics and specialists from research and analytical organizations, the executive branch and the private sector. A significant outgrowth of CRS workshops is the Congressional Oversight Manual, which resulted from a 1987 Workshop on Congres-

sional Oversight and Investigations sponsored by the bipartisan House leadership.

Together, seminars, institutes and workshops, as they have evolved over the years, have been attended by thousands of congressional staff annually and have become a valuable complement to the in-depth research, personal briefings, consultations, memoranda and analytical studies that constitute the core of CRS work for Congress.

DOMESTIC CONCERNs, FOREIGN TENSIONS

Early in the 1980s, tax legislation dominated the congressional agenda. During consideration of the Economic Recovery Tax Act of 1981, Members and committees relied heavily on the Service's products and expertise as they sought to better understand the business and individual tax cuts proposed in the bill. Included as part of this effort was a 10-week series of congressional staff seminars analyzing the bill from different vantage points. A similarly intensive effort was devoted to examining the effects of the act after it became law, and to consideration of the Tax Equity and Fiscal Responsibility Act of 1982. Deliberations on the Tax Reform Act of 1986, the first comprehensive reform of the Internal Revenue Code in more than three decades, again triggered widespread use of the Service before and after the law's enactment.

In 1983, congressional concern arose about a series of unrelated but contemporaneous developments abroad, including conflicts in Lebanon, Nicaragua and El Salvador, and the Soviet downing of a Korean airliner in September. Tensions further increased on Capitol Hill in October 1983, when a suicide bomber drove an explosives-filled truck into a U.S. Marine



Sen. Hubert Humphrey thanks a group of CRS staff for their work on the Joint Economic Committee print "Toward a National Growth Policy," 1975-1976. From left: Sandra Osbourn, John Mitrisin, Norman Beckman, Humphrey, Barry Berlin, Susan Abbasi (now Fletcher), Kathleen Shea (now Swendiman), Sharon Greene, unknown man, unknown man, Susan Finsen and Clay Wellborn.

Corps barracks in Beirut, Lebanon, killing 241. Two days later, the United States invaded Grenada for the stated purpose of rescuing American students endangered by internal violence. Both the Beirut bombing and Grenada intervention required a sizeable analytical commitment by CRS. Against this background, a House committee asked the Service to prepare a series of studies, "Congress and Foreign Policy," the last eight of which were published as committee prints.

Although CRS work rarely captures widespread public attention, in April 1984 the New York Times hailed the Service as having "authorities on everything from Soviet economics to science policy research to foreign affairs and the military." It

In 1985 the Service was hailed as having "authorities on everything from Soviet economics to science policy to foreign affairs and the military."

"annually publishes more than 50,000 studies and briefs." "Impartiality" is the key to its success, as it "nurtures objectivity." Later in 1984, the Times spotlighted Johnny H. Killian, senior specialist, as "Congress's Keeper of the Constitution." While the constitutional law expert was not a judge, the Times emphasized, "More than any one judge or law professor, he can influence Congress" by advising on the constitutionality of laws proposed by legislators.

In 1985, the \$2 trillion national debt drew more attention in Congress than any other issue. CRS analysts were closely involved in all stages of the 10-month legislative process that led to the passage of the Balanced Budget and Emergency Deficit Control Act, commonly referred to as the Gramm-Rudman-Hollings Act. House testimony addressed constitutional questions of separation of powers and delegation of legislative power, which were a significant component of the debate. Support efforts continued at the conference stage. Following passage of the act and over the next several years, CRS devoted considerable time and attention to analyzing the effects of the legislation on different federal entities.

CRS also worked on the development of a design for a new civil service retirement system, culminating in the signing of the Federal Employees' Retirement System Act of 1986. During three years of negotiations, CRS produced the original study that contributed concepts, ideas and data for designing a new pension system. CRS also helped Senate and House committees analyze options for benefits distribution and estimate long-term costs. Both sides of the aisle used CRS data and methodology to make tradeoffs and reach a compromise.

A historic highlight of the decade occurred on March 4, 1985, when the Congressional Reading Room in the James Madison Memorial Building of the Library of Congress was named the La Follette Reading Room. This designation, approved by the Joint Committee on the Library, honored Robert M. La Follette Sr. and his son, Robert M. La Follette Jr., for their contributions to the development of the reference and research services in support of the

legislative function in American government. The ceremony coincided with the 100th anniversary of the senior La Follette's taking of the oath as a Representative. Before the ceremony, a symposium was held on how lawmakers use information resources in making decisions.

BICENTENNIAL OF CONGRESS/CRS AT 75

The advent of the historic 100th Congress (1987–1988) provided an opportune moment for CRS to evaluate how well it had met the needs of Congress since 1970. This prompted significant modifications in the Service's organizational structure, written products and methods for anticipating future con-



An employee makes a newspaper clipping, 1987. Before online databases and electronic resources were available, CRS maintained a reference file system that contained clippings from major U.S. newspapers, journal articles, monograph publications, CRS reports and more.

gressional needs. Also during the term of the 100th Congress, CRS inaugurated an extensive recruitment program designated to attract talent, particularly minority students, from the nation's law schools and graduate schools.

By 1987, Congress was enjoying the benefits of a professional cadre of career policy analysts within CRS. The importance of the Service's institutional memory was reflected in increased participation at all levels of the legislative process. This enhanced expertise was perhaps most evident when working on amendments to legislation similar to that considered or passed by previous Congresses. Lessons learned from assisting in congressional investigations of the Watergate and Iran-Contra controversies had strengthened Congress's investigatory capability. The latter inquiry, undertaken by the 100th Congress, focused on the Reagan Administration's secret arms sales to Iran in 1985 and 1986 and the diversion of proceeds from those sales to illegally fund "contras" opposing the Nicaraguan government. CRS was present at the creation of House and Senate Select Iran-Contra Committees and frequently consulted with both entities throughout their investigations.

In 1989, the first year of a two-year celebration of the bicentennial of Congress, CRS and the Library of Congress joined with the Senate and House in a number of commemorative events. Members participated in a seminar, "Knowledge, Power and the Congress," while a two-day symposium, "Understanding Congress: A Bicentennial Research Conference," attracted attention among congressional scholars. A Library of Congress exhibit, "To Make All Laws:

JOHNNY H. KILLIAN

Keeper of the Constitution

Killian was Congress's resident expert on the U.S. Constitution for more than 44 years.

As editor and major contributor, Killian for four decades kept current

"The Constitution of the United States of America: Analysis and Interpretation," the preeminent legal resource. His analytical lectures on Supreme Court decisions constituted the keynote address in CRS's Federal Law Update series for more than a quarter century.

From 1963 to 2008, Killian's memoranda and reports appeared in the Congressional Record, committee hearings and other congressional publications on subjects as diverse as presidential powers, congressional authority over federal court jurisdiction, civil rights and labor law.

Killian was a mentor for a generation of staff who joined CRS after the 1970 Reorganization Act. Sen. Robert Byrd said in a tribute to Killian: "His legacy as an academic and a researcher, blessed with an extraordinary legal mind, will be with us for a long time."

Born in Waynesville, N.C., Killian received bachelor's and law degrees from the University of North Carolina. He died at the age of 70 in Arlington, Va., in 2008.



The Congress of the United States, 1789-1989,” depicted the growth of the first branch of government. The Service celebrated its 75th anniversary with a conference exploring the role of the legislature in a democracy. Participants included current and former Members, academics and CRS specialists.

1990s

A WINDOW ON THE EARLY 1990S

During the 1990s, CRS continued to support Congress as it developed, considered and enacted major legislative initiatives. To provide the maximum assistance possible, staff formed multidisciplinary teams to help legislators address the progressively more complex issues facing them.

The decade saw the collapse of the Soviet Union, war in Iraq and reorganization efforts in Congress. In CRS, technology enabled the Service to expand

its legislative documentation activities and develop a website through which Members and staff could access the range of CRS products and services.

Following the end of the Cold War in the early 1990s, the House established the Frost-Solomon Special Task Force on the Development of Parliamentary Institutions in Central and Eastern Europe to serve as a catalyst for democratic reform in those regions. Named for former Rep. Martin Frost and the late Rep. Gerald B.H. Soloman, the task force provided assistance to parliaments in 12 emerging democracies—Albania, Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Russia, Slovakia and Ukraine. Task force programs were based on the principle that successful democratic transitions in the former communist countries depended on the establishment of effective democratic legislatures. CRS conducted training

programs for more than 2,200 staff and members of parliaments; hosted several official East European delegations; and together with other groups provided seminars, workshops and briefings. The programs administered by CRS also provided more than 1,200 computers, printers and other office equipment, and more than 9,300 books and other materials to parliamentary libraries.

The invasion of Kuwait by Iraq on Aug. 2, 1990, triggered a resurgence of inquiries for statistics and information on America’s energy policy. The Gulf War and its aftermath refocused attention on policy issues such as domestic and Middle East energy and oil supplies, the environmental impacts of war, including oil-field fires, and the effect of a trade embargo on Iraq. In responding to these concerns and other far-reaching questions arising from the conflict, a multidisciplinary team created more

JOSEPH G. WHELAN

Scholar of Soviet-American Diplomacy

Whelan made major contributions to the understanding of U.S.-Soviet relations and international relations in general for Congress and the policymaking community at large.

As a senior specialist in international relations from 1952 to 1992, Whelan prepared more than 100 major LRS/CRS reports. Among the most significant was a multi-volume work issued by the House Foreign Affairs Committee, “Soviet Diplomacy and Negotiating Behavior,” covering the pre-revolutionary era of Russia to the collapse of the Soviet Union in 1991.

Washington Post columnist Stephen S. Rosenfeld called the first volume of the study, at the time of its publication in 1979, the “foreign affairs book of the season—of all seasons” and wrote that no other book “for a long time will improve American diplomacy more.”

Whelan brought dedicated scholarship to major works for Congress on Soviet involvement in the third world and various studies on Eastern Europe and



international communism. He collaborated in preparing a multi-volume series of studies on the Soviet space program, in addition to preparing substantial and seminal works on the “brain drain” from developing countries and on Radio Liberty, a study that contributed to the forces of democratization in the Soviet Union.

Whelan was born in 1921 in Buffalo, N.Y. He served in the U.S. Navy during World War II. He received a bachelor’s degree from Trinity College and a doctorate from the University of Rochester. He died in 2006 in Fairfax, Va.

than 100 new Persian Gulf-related products and conducted numerous consultations, seminars, briefings and workshops.

Later, on Aug. 6, 1992, a bicameral Joint Committee on the Organization of Congress, modeled after the congressional reform committees of the same name established in 1945 and 1965, was created to address growing concern with the effectiveness and public perception of Congress. The joint committee held six months of hearings, organized symposiums on specific organizational topics (the committee system, staffing, the budget process and legislative-executive relations) and conducted the most extensive set of opinion surveys ever undertaken by a bicameral reorganization committee. Walter J. Oleszek, senior specialist, was “critical to the success of the joint committee,” according to co-chair Rep. Lee H. Hamilton. Oleszek and several other CRS detailees were involved in all facets of the panel’s work, Hamilton wrote. Many of the reforms proposed by the joint committee were subsequently adopted, including those contained in the Congressional Accountability Act, which extended protection under 11 federal labor and antidiscrimination laws to congressional employees.

While the joint committee was focusing on organizational issues in 1993, considerable debate ensued over ratification of the North American Free Trade Agreement (NAFTA). NAFTA was an especially significant, complex and politically sensitive measure, and demands for analytical support were considerable. CRS developed 27 reports to address the issues and implications of the agreement. The Service also used briefings and seminars to provide balanced as-



Bibliographers Sherry B. Shapiro and Valentin Leskovsek collaborate on a request, 1987.

sessments during the intensely political and public debate on the NAFTA Implementation Act.

The Service also worked for the House and Senate Budget Committees on the Omnibus Budget Reconciliation Act of 1993 (OBRA). CRS prepared reports on the budget process changes approved by the House and Senate in their respective versions. CRS also held consultations with Members and provided assistance to a committee preparing for a hearing on expanded rescission proposals.

LEGISLATIVE INFORMATION SYSTEMS

The Library launched the THOMAS website in 1995 as part of a House leadership initiative to make federal legislative information freely available to the public. As the public Internet portal to bill analysis with enhancements generated by CRS, the system represented a dramatic expansion of access to legislative resources. THOMAS’s offerings were later expanded to include features and content requested by Congress on behalf of constituents.



An employee files CRS reports, 1993.

In 1996, at the direction of Congress (through appropriations language) and in partnership with the Secretary of the Senate, the House Clerk, the Chief Administrative Officer of the House, the Senate Sergeant at Arms, and GPO, CRS coordinated the development of a new automated Legislative Information System (LIS) to serve the legislative branch. LIS was developed under the policy direction of the Committee on House Oversight and the Senate Committee on Rules and Administration. CRS worked with the Library's Office of Information Technology Services in designing and developing the system, which became available when the 105th Congress convened. Through continual improve-

ments, the online system offered legislation, hearings, reports, markups, floor action, amendments, the full text of the Congressional Record and links to legislative agency Internet sites. LIS became a critical source of authoritative information for Members, committees and congressional staff.

CRS WEBSITE FOR CONGRESS

With the 1995 launch of CRS.gov, CRS's website for Congress, the Service was able to provide Members and congressional staff with easy access to its products in digital form as well as many other online information resources. Examples of these resources included fact sheets providing information on legisla-

JOSEPH E. ROSS

Director, 1986-1994

Ross, who was named acting director in 1986 and director later the same year, led CRS as Congress dealt with issues such as the Iran-Contra investigation, deficit reduction, financial regulatory reform, the Strategic Defense Initiative, multinational trade agreements, welfare, health care reform initiatives and the Persian Gulf War.

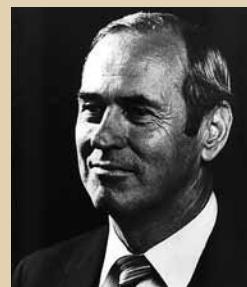
He was "a dedicated public servant and a highly effective leader in making CRS vital to the operations of the legislative branch of the U.S. government," said Librarian of Congress James H. Billington.

Under Ross's directorship, CRS's workforce became more diverse, as he implemented programs designed to recruit minority applicants. CRS also expanded its technical capacity, as Ross supported

the exploration of new technologies of the time, such as optical disk, fax and online databases.

A major accomplishment was Ross's leadership of CRS's work for the Frost-Solomon Task Force, which provided assistance from Congress to 12 emerging democracies in Central and Eastern Europe and the former Soviet Union.

Born in Brooklyn, N.Y., Ross served in the Navy during World War II aboard the USS Idaho in the Pacific Theater of Operations and fought in battles including Iwo Jima, Okinawa and the Philippine Sea. He earned a bachelor's degree and juris doctorate from St. John's University. He practiced law in New York



City until 1951, when he was recalled to the Navy JAG (Judge Advocate General) Corps, helping to rewrite the Uniform Code of Military Justice. He retired from the Navy as a captain in 1969, and served as deputy assistant JAG in the Department of Justice before joining CRS in 1972 as assistant chief and senior specialist in American public law. Before his appointment to director, Ross headed CRS's American Law Division, where he oversaw creation of the Federal Law Update seminar series.

Ross was a past president of the Federal Bar Association, served on the governing body of the American Bar Association, and was actively involved in providing legal assistance to Habitat for Humanity. He died in 2012 at age 87.

Today, the CRS website serves as Congress's gateway to objective and authoritative expertise.

tive and budget processes and digital briefing books presenting multidisciplinary analyses of issues. Today, the CRS website serves as Congress's gateway to objective and authoritative expertise.

2000s

A RAPIDLY CHANGING ENVIRONMENT

At the dawn of the 21st century, CRS faced a rapidly changing congressional environment, an extraordinary information revolution created by the Internet, and more frequent turnover of congressional staff. In adapting to these changes, CRS undertook technology initiatives that improved access to CRS experts; refined and expanded the content of its website; created new types of products and services; improved LIS; and upgraded the CRS technical infrastructure. Over the next decade, the number of CRS titles available to Congress grew from 3,800 in fiscal year 2000 to 6,700 in fiscal year 2010. Briefings, consultations and congressional testimony by Service staff more than doubled—increasing from 2,000 to 4,900.

As the new century began, the nation's attention was dominated by the closest presidential election in 40 years. While political parties disputed voting results in Florida, CRS provided a coordinated assessment and response. Legislative attorneys wrote analyses of federal and state law concerning presidential election returns; procedural analysts explored floor procedures in electoral vote count sessions

and the nuances of the electoral college system; and analysts assisted Members and staff in developing improved standards for voting systems.

9/11 TERRORIST ATTACKS

Less than a year after the protracted election controversy, the terrorist attacks of Sept. 11, 2001, and subsequent anthrax incidents on Capitol Hill created daunting new challenges for Congress. After the 9/11 attacks, CRS provided Congress with immediate access to its experts and to products relevant to terrorism. During ensuing weeks, Congress consulted with CRS on presidential war powers, programs to combat terrorism, funding for the military campaign against terrorist leader Osama bin Laden and his al Qaeda network and the radical Taliban regime in Afghanistan, emergency supplemental appropriations for recovery, and legislation leading to the USA PATRIOT Act.

Institutionally, CRS escalated its emergency preparedness and service continuity planning efforts to ensure that, in the event of any future emergency, Congress would have ready access to CRS staff and information systems. In connection with its technology initiative, CRS created tools to maintain a secure 21st century technology-based research environment.

Upon release of “The 9/11 Commission Report: Final Report of the National Commission on Terrorist Attacks Upon the United States” on July 22, 2004, a CRS interdisciplinary team began analyzing the report. More than 70 written products addressed subjects highlighted in the report and legislative responses to the commission’s recommendations.

WARS IN AFGHANISTAN AND IRAQ

In October 2001, the United States launched a military campaign to overturn the Taliban government of Afghanistan, which had provided a base for the al Qaeda terrorists who carried out the 9/11 attacks. CRS experts provided analyses for several congressional delegations visiting the region, supported related hearings, helped coordinate visits by Afghan leaders and tracked events in Afghanistan. Continuing into the 2010s, the Service works with the Congressional Budget Office (CBO) to estimate the



Bernice Reyes-Akinbileje, health policy analyst, 1992.



Clockwise from top left: Martin A. Weiss, specialist in international trade and finance, 2004. Angela D. Harris, Karen J. Lewis and Marie Morris talk at a seminar put on by the American Law Division, 2007. Carol Davis, information research specialist, 2003.

cost of Afghanistan military operations and furnishes analytical expertise on a broad range of Afghan related issues at hearings and in consultations, briefings and reports. The administration's order establishing military tribunals in conjunction with U.S. activities in Afghanistan generated requests for analysis of the constitutional rights of persons subject to military tribunals and treatment of people detained as "unlawful combatants" at the U.S. Naval Station Guantanamo Bay.

During fiscal year 2002, more than a quarter of CRS analysts and attorneys worked on policy and legal issues raised by the nation's antiterrorism effort and preparations for possible military operations in Iraq. The war dominated the congressional foreign relations and diplomatic agendas for much

of the next decade. CRS attorneys analyzed the legality of government actions taken under authority of the congressional authorization to use military force. Analysts worked on spending issues associated with Department of Defense (DOD) funding requests for military operations in Iraq, and collaborated with CBO and GAO to estimate the cost of those operations and track DOD spending on its Iraqi support contracts.

The completion of Operation Iraqi Freedom and the transfer of sovereignty from the Coalition Provisional Authority to the Iraqi interim government gave rise to questions about the law of occupation, the sovereign debt, status of coalition forces in Iraq, conditions at the Abu Ghraib military prison, military justice and contractor liability. Analysts



Mildred Amer, specialist in American national government, receives feedback on a report from Douglas M. MacMillan, review specialist, 2007.

JEFFREY C. GRIFFITH

Leader in Legislative Information Systems

Griffith, information technology expert, helped CRS transition through pivotal IT developments over a 30-year tenure. He was a leader in efforts to move CRS into the digital age and instrumental in implementing an integrated Legislative Information System (LIS) for Congress.

Griffith played a key role in developing SCORPIO, a system for retrieving legislative and public policy information that was one of the first systematic uses of digital information in the government. Before the Internet, he made significant contributions as part of a team that pioneered the use of optical disk technology for preserving and disseminating information to

Congress. In addition, he was a recognized leader in efforts to implement XML technology for legislative data and championed improvements in security initiatives to protect critical databases and ensure continuity of operations in the event of disaster.



Known for his collaborative philosophy, he headed the CRS team when Congress requested a legislative information system. He worked closely in the 1990s with the Senate, House, GPO and the Library to develop and implement LIS, successfully bringing the House and Senate together to ensure an

integrated system and overcoming the institutional differences in the ways the organizations managed their internal information.

Griffith was born in Baltimore in 1944. He earned bachelor's and master's degrees from Harvard University and a master's in library science from the University of California, Los Angeles. He served in the U.S. Navy from 1968 to 1971. He retired as CRS's associate director for legislative information in 2005. Following his retirement, he was retained by the United Nations to advise foreign parliaments about best practices in the use of IT by legislative bodies. He resides in Kensington, Md.

regularly provided in-person expertise, assisted during floor debates on Iraq-related legislation and prepared specialized memoranda for hearings and delegations traveling to Iraq or meeting with visiting Iraqi leaders. As U.S. involvement wound down, CRS answered a high volume of requests dealing with withdrawal timetables, handover of major security missions and postwar needs of Iraq.

GROWING DOMESTIC CHALLENGES

Although Afghanistan, Iraq and the war on terrorism continued to demand close attention throughout the 21st century's first decade, Congress also addressed growing domestic challenges during these years. Congress turned to CRS for expert assistance

Within hours after each of the storms struck, CRS mobilized comprehensive efforts to support Congress.

on the Aviation and Transportation Security Act of 2001, the No Child Left Behind Act of 2001, the Bipartisan Campaign Reform Act of 2002 (McCain-Feingold Act), the Corporate Fraud Accountability Act of 2002, the Help America Vote Act of 2002, and the Trade Act of 2002. Congress again called upon CRS for analytical support as it assessed the purpose and functions of a proposed Department of Homeland Security (DHS) and considered the implications of consolidating several federal agencies

in a new department. After DHS became a reality, CRS supported congressional oversight activities and assisted the committees of jurisdiction on the security and protection of assets critical to the U.S. infrastructure.

In 2005, Hurricanes Katrina and Rita caused great damage and loss of life along the Gulf Coast. Within hours after each of the storms struck, CRS mobilized a comprehensive, interdisciplinary effort to support Congress as it addressed the needs of the individuals and jurisdictions affected by the storms. Analysts visited the offices of Members from affected states, worked with committees of jurisdiction on assistance plans and analyzed the economic effects of the disasters. The Service continued its

DANIEL P. MULHOLLAN

Director, 1994-2011

Mulholland, appointed by Librarian of Congress James H. Billington, served as director of CRS for 17 years, capping a 42-year career dedicated to serving Congress. Under Mulholland's leadership, CRS positioned itself for service in a new century in many ways.

CRS developed a website exclusively for Congress, implemented an agency-wide workforce succession plan, emphasized agency-wide and research-related collaboration and established new partnerships with major universities to enhance its research capacity.

Mulholland came to the Library in September 1969 as an analyst in American national government within the then-Legislative Reference Service. He subsequently served as chief of the Government Divi-

sion and acting Deputy Librarian of Congress. In 1991, he was awarded the Library's highest honor, the Distinguished Service Award, for career achievement, unusual levels of service, and achievement of extraordinary results.

In a spring 2011 tribute on the House floor, Rep. David Price said: "To say that Dan is an institution around here is really an understatement. In many ways, he has personified the growth of CRS from a relatively small division of the Library of Congress into the world-class source of objective and authoritative research and analysis that it is today."



Mulholland was born in Louisville, Ky., and raised in Illinois. He received a General Electric College Bowl Scholarship and studied at the College of St. Thomas in St. Paul, Minn., where he earned his bachelor's degree with honors. As a recipient of a National Defense Education Act Title IV Fellowship, he studied political philosophy at Georgetown University.

Mulholland was a member of the American Political Science Association, the American Library Association and the Special Library Association. He served on the Visitors Board of the School of Information Sciences at the University of Pittsburgh and the advisory council for the San Jose State School of Library and Information Science. Mulholland resides in Alexandria, Va.

STEPHANIE WILLIAMS

Leader in Legislative Librarianship

Williams was the first chief of a new unit that changed the way CRS librarians operated in service to Congress. The Knowledge Services Group (KSG) successfully clustered information professionals together by policy research area, embedding them in the research divisions and thereby aligning their work directly to the CRS analytical divisions and strengthening collaboration.

The KSG was born out of a study in the early 2000s that examined congressional information needs, CRS workload and the competencies and expertise necessary to fulfill CRS's mission to Con-

gress. Williams was a leader in that effort, and in the subsequent organization of the new unit.

Her leadership of the KSG was built on her previous successes as chief of the Library Services Division and associate director of Information Resources Management. Aided by Williams's collaborative skills, CRS enhanced its digital portfolio throughout the 1990s. She led efforts to replace an in-house database with expanded access to electronic resources at the desktop, oversaw the development and launch



of online research resources, and, overall, improved information resources management through cost-effective measures.

Williams served as deputy of the Office of Naval Intelligence Services Directorate, which included library services, before joining CRS in 1995. Upon retirement in 2008, Williams was awarded the Library's Superior Service Award in recognition of her high-quality leadership and innovative achievements.

Williams was born in 1950 in Sylvania, Ga. She earned a bachelor's degree from Fisk University in Nashville and a master's in library science from Atlanta University. She resides in Fort Washington, Md.

assistance as attention turned to long-term recovery and rebuilding efforts.

As the first decade of the new century drew to a close, the nation's economy showed signs of weakness. Widespread speculation and other irregularities in the housing, finance and insurance sectors contributed to a panic and near-collapse of the nation's financial structure in September 2008. CRS experts focused on the economic stimulus options under consideration by Congress, specifically offering assistance in understanding the effectiveness of federal spending increases, income tax cuts and monetary policy as alternative methods of stimulating the economy.

Early in 2009, a new presidential administration, with the support of both houses of Congress, moved to enact legislation providing public relief and

stimulus spending designed to generate economic recovery. As Congress crafted this complex legislation, CRS analysts helped assess how the provisions of the American Recovery and Reinvestment Act of 2009 could provide stimulus.

Amid the worst recession since the Great Depression, Congress completed a sweeping overhaul of a regulatory system that had failed to keep up with the expanding scope and complexity of modern finance. The Dodd-Frank Wall Street Reform and Consumer Protection Act established a new framework for monitoring and regulating systemic risk. Before the law was passed, CRS contributed hearing testimony, numerous reports and memoranda, and authoritative comparisons of the bills initially approved by the House and Senate.

HEALTH CARE AND DEBT LIMIT

In March 2010, President Barack Obama signed legislation designed to bring universal health care to the United States, the Patient Protection and Affordable Care Act (ACA), and a package of amendments to it, the Health Care and Education Reconciliation Act. Before ACA's enactment, CRS provided detailed analyses and briefings on a broad range of health care reform proposals and addressed the implications of changes proposed in the alternatives being considered. After the bills were signed, analysts supported congressional oversight of the new law's implementation. CRS attorneys advised on the litigation that ensued in the wake of the Act's passage, including the Supreme Court's historic decision to uphold the law.

When attention turned in 2011 to the question of raising the federal debt limit and averting a default



David Mao of the Knowledge Services Group (now Law Librarian of Congress) assists a congressional staffer, 2007.

on government debt, CRS responded with information on the composition of federal debt, history of the debt limit and effects of reaching the debt

limit on government operations and the economy. Briefings and seminars dealt with the long-term sustainability of the debt and deficit, approaches to

addressing the budget deficit, and ability to stimulate economic expansion through reductions in the size and scope of government. Memoranda and reports addressed the effects of a lapse in federal funding and the potential legal consequences of a failure to raise the debt limit. This effort culminated with passage of the Budget Control Act of 2011.

A NEW LEGISLATIVE INFORMATION PLATFORM

In 2011, the Library, in collaboration with the Senate, House and the Government Printing Office, began development of a modern legislative information platform. Taking advantage of advances in technology, the new Congress.gov will provide more robust functionality, data and contextual legislative process information than the first generation systems. A beta version of Congress.gov was released to Congress and the nation in late 2012, and the new system will eventually replace both LIS and public legislative database THOMAS.gov.

Analyzing and presenting legislative information remains a core service of CRS support for Congress. In 2014, legislative analysts draw upon powerful text analysis tools to prepare detailed summaries of lengthy and complex measures quickly and efficiently. Likewise, reflecting the evolution of congressional operations, bill summaries and status information are updated continuously and distributed through multiple channels, including apps for mobile devices. Congressional offices and the public, via a succession of technologies, benefit from access to an ever richer body of legislative analysis and information resources.

MARY B. MAZANEC

Acting Director, 2011

Director, 2011-Present

Mazanec, the first woman to lead CRS, assumed the position of director during a time of budget pressures. Mazanec is committed to maintaining the high-quality service CRS provides to Congress.

"We work in an environment in which many entities are competing for Members' time and attention," Mazanec said. "CRS will stay true to its values and align with Congress's needs. We want Congress to turn to CRS first when it is in need of research and analysis to support its deliberations and legislative decisions.

"I am involving the entire staff in developing presentation formats and delivery methods for our products and services that are the most helpful to the 21st century Congress. We will move forward, despite resource constraints, and leverage technology to

serve Congress in a cost-effective way."

Mazanec has a background in public health policy, medicine and law. Before joining CRS as deputy director in 2010, Mazanec worked for the U.S. Department of Health and Human Services (HHS) as a deputy assistant secretary and director of the Office of Medicine, Science and Public Health in the Office of the Assistant Secretary for Preparedness and Response (ASPR). Prior to ASPR, she served as director of the Division of Public Health Services in the Office of the Assistant Secretary for Planning and Evaluation.

Mazanec was a Robert Wood Johnson Health Policy Fellow, serving as a senior adviser to the Senate Committee on Health, Education, Labor and



Pensions, Subcommittee on Public Health. After her fellowship concluded, she joined the Medicare Payment Advisory Commission as a senior policy analyst.

Earlier in her career, Mazanec was an assistant/associate professor of medicine and pathology at Case Western Reserve University Medical School, where she cared for patients with pulmonary diseases, trained medical students and conducted biomedical research on the mucosal immune response to respiratory viruses.

Mazanec holds advanced degrees in both medicine and law, having received a bachelor of science from the University of Notre Dame, a doctor of medicine from Case Western Reserve University Medical School and a juris doctorate from Case Western Reserve University Law School. She is a licensed physician in Ohio and Washington, D.C., as well as a member of the Ohio State Bar Association and the District of Columbia Bar. She resides in Alexandria, Va.

Today

REFLECTING ON A CENTURY OF SERVICE

As it approached its centenary, CRS enhanced its website for Congress and began to diversify its portfolio of research and products. Rapidly changing technology challenged the Service to satisfy client demands for new ways to access research and analysis and provided opportunities for CRS to expand its offerings, enhance its timeliness and improve the accessibility of its services and expertise.

After a century, CRS holds a unique position

in the Washington establishment. Its staff and its work are almost universally regarded, not only as the standard for accurate and informed legislative policy analysis, but as scrupulously balanced and nonpartisan. The words "CRS says ..." have weighed decisively in many policy debates over the years, both in Washington and the nation. In this sense, the organization has fulfilled the vision of the generations of Senators and Representatives who worked first, in 1914, to establish a modest reference capacity, and later, in 1946 and 1970, to build the world's most

respected legislative research and analysis service. Moreover, democratic governments throughout the world have followed the example set by Congress, establishing professional, nonpartisan legislative research agencies that emulate the CRS model.

CRS continues to hold confidential service to Congress as a primary core value, but while the Service has shunned publicity and the limelight, both by design and natural preference, its work has gained a worldwide audience through the ubiquity of technology.



The Research Policy Council (RPC), 2013. The RPC is made up of the assistant and associate directors who lead CRS divisions and offices. The council informs the Director and Deputy Director on matters relating to service to Congress and policies and guidelines. Back row: John R. Haskell, Michael L. Moodie, Cliff Cohen, Director Mary B. Mazanec, Edward R. Jablonski, John L. Moore, Richard C. Ehlke. Front row: Lisa M. Hoppis, Monica M. Woods, Lillian W. Gassie, Deputy Director Colleen J. Shogan, Karen J. Lewis, Lizanne D. Kelley. Not pictured: Laura B. Shrestha.

What is described in this synopsis of a century of service to Congress cannot reflect the entirety of the Service's contribution nor the myriad questions it has analyzed and answered since 1914. Nor can a few words truly pay tribute to the devoted staff of CRS who have helped our national legislators explore countless new frontiers in responding to the ever-evolving needs of the nation. CRS staff have frequently been afforded an opportunity to stand on the front lines of history and provide an important,

impartial perspective on many of the most vital issues and complex problems confronting the United States. Their reports, as the New York Times editorially acknowledged in 2009, “are often highly influential behind the scenes in shaping legislation.” While CRS rarely captures the headlines, it has made, and will continue to make, a significant impact on the deliberations leading to legislative outcomes. That was the vision from the beginning.

After a century, CRS holds a unique position in the Washington establishment. Its staff and its work are almost universally regarded, not only as the standard for accurate and informed legislative policy analysis, but as scrupulously balanced and nonpartisan.



CRS SERVES CONGRESS

The Congressional Research Service provides comprehensive research and analysis on all legislative and oversight issues of interest to the U.S. Congress. A service unit of the Library of Congress, CRS is part of the legislative branch. CRS serves as a shared research resource to all Members, committees and staff. As a complement to the staffs of each Member office and committee, CRS assists Congress throughout the legislative process.

TAILORED, PERSONALIZED SERVICE

CRS assists Congress by responding to specific questions in a variety of ways: in person, by telephone and in confidential memoranda. CRS also assists in preparing for hearings and provides expert testimony.

"I was invited to testify before the House Armed Services Committee about transition in Afghanistan—the formal handover of security responsibility from coalition to Afghan forces. My role was to frame key oversight issues before other witnesses presented their proposed prescriptions. Afterward, Members and staff from both sides of the aisle sought me out for briefings and help with draft legislation." **CATHERINE DALE, SPECIALIST IN INTERNATIONAL SECURITY**



"A colleague and I briefed a new Member of Congress on the federal-aid highway program and options for funding the construction of a new highway bridge in his district. We spent about an hour and a half with the Member. He appreciated the fact that we were there to help him and answer his questions with no overt, or even hidden, agenda."

WILLIAM J. MALLETT, SPECIALIST IN TRANSPORTATION POLICY

"The President's Emergency Plan for AIDS Relief is the largest effort by any country to combat HIV/AIDS worldwide. I worked intensely with congressional staff who developed legislation to extend key provisions of expiring authorities. Through my deep knowledge of the program, I was able to offer insights into key areas of contention, distinguish expiring authorities from enduring ones and provide feedback on draft language." **TIAJI SALAAM-BLYTHER, SPECIALIST IN GLOBAL HEALTH**



REPORTS ON MAJOR POLICY ISSUES

CRS analysts, legislative attorneys and librarians work together to prepare reports on legislative issues in anticipation of questions and emerging issues and in response to current events. CRS's analyses are available to Congress on its exclusive website, where nearly 10,000 reports are organized by issue area.

"I issued a report within 24 hours of a tragic wildfire incident. The short report succinctly described one facet of wildfire management, directed the reader to other related reports and, most importantly, immediately let Congress know that there was a CRS policy specialist available to discuss this matter in depth." **KELSI BRACMORT, SPECIALIST IN AGRICULTURAL CONSERVATION AND NATURAL RESOURCES POLICY**



"I coordinated and served as the primary author of a report that comprehensively analyzed the various legal issues that would need to be resolved should policymakers seek to close the Guantanamo Bay detention facility. Shortly after it was published, the newly inaugurated President Obama announced a plan to close the facility, and congressional clients relied on our report to understand the legal issues raised by this plan. We continue to update the report to meet Congress's needs." **MICHAEL JOHN GARCIA, LEGISLATIVE ATTORNEY**



"My reports provide a foundation to help clients make informed decisions. Staffers routinely tell me how a report has helped them prepare for a meeting, hearing or vote. For example, a client once called me while a bill was on the floor to discuss a list of several pending amendments and their implications. During our conversation, he skipped over several of the amendments entirely, saying that he already felt comfortable that he understood the issues involved from having read one of my reports." **KATIE JONES, ANALYST IN HOUSING POLICY**



ASSISTANCE THROUGHOUT THE LEGISLATIVE PROCESS

Throughout all stages of the legislative process, CRS experts work with committees, Members and staff to identify and clarify policy problems, assess the implications of proposed policy alternatives and provide timely responses to meet immediate and long-term needs.

"Congress relies on CRS's legal expertise in many stages of the legislative process. Before a bill is introduced, we're often asked to research legal definitions for terms or conduct a survey of state laws to see how an issue has been handled across the country. As the bill moves through Congress, we research issues relating to the potential impact of the new law. Staffers may ask about the nature of recent litigation. They may also ask for research related to floor statements the Member would like to make when the bill comes up for debate." **JULIA TAYLOR, HEAD, AMERICAN LAW CONSULTING SECTION**



"Oversight is a significant part of the legislative process. It is central to committee efforts to investigate, communicate and educate. Staff regularly turn to me when developing ideas for how to perform effective oversight. Often they come back for assistance in identifying witnesses. As hearings approach, CRS often prepares background memos and questions for witnesses. I have even served as a witness testifying on behalf of CRS." **NICOLE T. CARTER, SPECIALIST IN NATURAL RESOURCES POLICY**



"We can be helpful throughout the legislative process, but the earlier the better. As an economist, many of the issues I work on involve how Congress should allocate scarce resources to achieve a particular policy goal. There are typically a number of options for doing this, and at the beginning of the process we can help evaluate all of them—including the option of doing nothing." **MARK P. KEIGHTLEY, SPECIALIST IN ECONOMICS**



PROCESS AND PROCEDURES

Congress faces a legislative labyrinth filled with both procedural and political twists and turns. CRS assists lawmakers and their staffs in understanding the formal and informal rules, practices and precedents of the House and Senate, and how they might be employed to advance or block the enactment of policy proposals.



"In the budget process, issues range from the specific rules for considering legislation, to the broad implications of the process itself for the 'power of the purse.' Because budgetary decision-making is affected by policy factors, CRS's work involves extensive collaboration across the Service. During the annual appropriations cycle, budget process and program analysts help offices craft amendments that comply with chamber rules and assist in identifying options for oversight of agency spending decisions once the bills have been enacted."

JESSICA TOLLESTRUP, ANALYST ON CONGRESS AND THE LEGISLATIVE PROCESS

"We study Congress closely: its processes and procedures, its history and evolution, and the central role of the House and Senate in shaping the affairs of the nation. As a result, CRS's expertise in processes and procedures is equivalent to or exceeds that found at the nation's many universities and think tanks. Importantly, our parliamentary know-how serves all lawmakers and both parties, with objectivity at the core of all of CRS's work." WALTER J. OLESZEK, SENIOR SPECIALIST IN AMERICAN NATIONAL GOVERNMENT

"I'm part of a group that supports Congress on legislative rules and procedures. We consult on legislative strategy, analyze current and historical procedural practices and explain implications of potential procedural options. Examples include helping Senators assess proposed changes in the practice of filibusters, serving as a procedural resource in committee markups, and identifying the range of opportunities Members may have to offer amendments to pending legislation." VALERIE HEITSHUSEN, ANALYST ON CONGRESS AND THE LEGISLATIVE PROCESS



INSTITUTIONAL MEMORY

CRS has been helping Congress with its legislative deliberations and decisions for 100 years. CRS represents a store of knowledge and experience that Congress can rely on.



"CRS staff tend to have long tenures, and we have a huge trove of research materials that go back to the earliest days of the republic. This helps CRS serve as a source of institutional memory. I frequently field questions about a major statute that was passed during my third year at CRS. I was here and involved in the legislative process, so I can provide newer congressional staff and Members with a historical perspective, which they appreciate." KEVIN R. KOSAR, ANALYST IN AMERICAN NATIONAL GOVERNMENT



"Members and staff may come and go, and switches in party majorities significantly affect Congress's legislative agenda. When these changes occur, we stay in our jobs, and this is extremely important for Congress. The continuity of our objective expertise, unaffected by the winds and whims of politics, provides a stable and essential resource for Congress." **KATHLEEN S. SWENDIMAN, LEGISLATIVE ATTORNEY**



"It is worth noting that CRS analysts hired in the past decade were mentored by analysts hired in the 1970s, who themselves were mentored by analysts hired in the 1930s and 1940s. This farsighted succession planning has given CRS a remarkably 'deep bench' and provides a level of perspective and experience for Congress that has continued now for several generations." **THOMAS H. NEALE, SPECIALIST IN AMERICAN NATIONAL GOVERNMENT**



CRS IS UNIQUE

Congress depends on CRS because of its intimate knowledge of the legislative process, its focus on the legislative context, its ability to work on national issues in an interdisciplinary way, its nonpartisan approach to issues and its long-term perspective and stability.

"While other groups may discuss issues in multiple contexts, CRS is exclusively interested in the congressional context. Whatever topic CRS analysts explore, the bottom-line question is: What does this mean for Congress?" **SHAYERAH ILIAS AKHTAR, SPECIALIST IN INTERNATIONAL TRADE AND FINANCE**



"What makes CRS special is its commitment to nonpartisanship. Almost every other resource reflects a particular agenda—either political, donor or some other agenda. CRS experts are able to examine the facts and prepare assessments based only on those facts, and not on any other considerations. This gives CRS analysis a level of credibility and integrity that is lacking elsewhere." **KENNETH KATZMAN, SPECIALIST IN MIDDLE EASTERN AFFAIRS**



"While many organizations provide information and analysis on policy issues and other organizations provide information on program-execution issues, CRS may be unique in its ability to engage Congress on a continuing and in-depth basis on process issues—on how procedures work, and how the way in which an issue is treated could have implications for the preservation of congressional powers and prerogatives." **RONALD O'ROURKE, SPECIALIST IN NAVAL AFFAIRS**



Longest Tenured Staff Member Provides Long View on International Organizations

Marjorie Ann Browne, specialist in international relations, personifies the institutional knowledge possessed by CRS's staff. With 54 years of service, she is the longest tenured staff member. Browne has served as an invaluable resource to Congress on international organizations and treaty issues.

Browne arrived at the Library by accident. After graduating with from the University of Rochester, Browne set to job-hunting in her hometown of Washington, D.C. She went to a downtown bookstore to answer an ad for a clerk. There, she said, she learned that her race disqualified her from working at the cash register. Browne is African American.

Browne headed home to Capitol Hill. The first streetcar to arrive was marked for East Capitol Street, so she decided to go to the Library of Congress to inquire about jobs. Browne was told to return the next day for a typing test. Browne, who had worked as a typist at the State Department during her college summers, passed the test and was put to work within a week as an editorial clerk-typist in LRS's deputy director's office. Her first day was Oct. 10, 1960.

Browne's new job involved a variety of activities—answering the phones, typing reports and tabulating and tracking requests. When the secretary to the



deputy director retired, Browne was promoted. In 1962, Browne moved to LRS's Foreign Affairs Division as a reference assistant. As the Service grew, she became head of the reference section.

She worked closely with analysts in international organizations and international law and, through this work, acquired specialized knowledge. In 1971, Browne was converted to analyst. During this time, she worked with committees to examine how the United States was making commitments through international agreements rather than treaties. For a Senate hearing on the issue of treaties vs. international agreements, Browne and colleagues identified witnesses, developed questions and prepared products to support the inquiry. She assisted in hearing preparations on the 25th anniversary of the United Nations and on the possibility of Senate consideration of the U.N. Genocide Convention.

From 1973 to 1982, the United Nations held its Conference on the Law of the Sea to define the rights and responsibilities of nations in their use of the world's oceans. Browne attended the meetings in New York and tracked the work of the conference and of the U.S. delegation to the conference. The conference produced the United Nations Convention on the Law of the Sea that came into force in 1994 when the 60th nation ratified the agreement.

A highlight of Browne's career was the opportunity in the 1980s to attend the National War College, a

senior-level course of study in national security strategy for leaders in the military, State Department and civilian agencies. As part of the course, she visited Australia, New Zealand, Indonesia and Singapore.

Browne was also an active member of the Congressional Research Employees Association (CREA) for more than 15 years, serving as a member of the board of governors.

Today, Browne continues to respond to Congress's inquiries on foreign policy issues related to the United Nations, the United Nations Convention on the Law of the Sea, treaties and international agreements. The niche that she began developing in the 1960s and 1970s has grown into a vast store of knowledge that Browne uses to inform Congress.

In June 2013, Browne was part of a congressional delegation, including three Members of Congress, to high-level meetings at the United Nations in New York. In his remarks to the group, U.N. Secretary-General Ban Ki-moon recognized Browne, noting that her 50-plus years of service covered most of the U.N.'s history.

What has kept Browne at work for all of these years? "I love the variety of questions and the seeking of information. There is always a challenge to it," Browne said. "I am happy to be responsive to Congress and to help educate new congressional staff, as well as other CRS analysts. It's all part of the CRS mission."

MORE WAYS THAT CRS SUPPORTS CONGRESS

About 70 percent of CRS's staff are analysts, attorneys and information professionals. Others provide critical management and support. CRS professionals support Congress directly and behind the scenes.

"I answer the CRS service line, which puts me directly in touch with congressional staff on a daily basis. Clients describe research problems they are trying to solve or information they need, whether it is a response to a constituent's request

about Medicare coverage or assistance preparing for a hearing. I take detailed notes and assign requests to the research division best suited to respond. This part of my job helps ensure that clients get the best response in a timely way.

I also provide clients with helpful information about CRS. I explain how to make the best use of CRS.gov, such as how to sign up for a personalized MyCRS account. If I'm speaking with a client who is new to Capitol Hill, I encourage him or her to attend a services briefing and learn about the full range of services and programs CRS provides.

I am proud to act as an ambassador for CRS and recognize the responsibility that comes with a role that requires representation of the expertise of hundreds of colleagues, as well as the Service's legacy and reputation." **ADRIENNE KEYS, CONGRESSIONAL RELATIONS SPECIALIST**



"I support the CRS mission of service to the Congress by helping to ensure CRS recruits and retains the best and the brightest.

In marketing the organization, I aspire to convey CRS's professionalism and its reputation for excellence in the work it does for Congress. I know that as long as I do that, I play an important role in attracting high-caliber people to work for CRS. In addition to performing my routine human capital management duties, I also serve the Congress by, for example, developing special reports for our committees of jurisdiction.

To me, high internal standards are the mark of a professional and a solid predictor of quality. I pride myself on careful work and close attention to detail while implementing workforce and other strategic initiatives that ensure a quality staff is on board to handle whatever business comes our way from Congress."

ANDREW DRULINER, HUMAN CAPITAL MANAGEMENT SPECIALIST



"I manage an excellent team of professionals responsible for the quality control and data integrity of the legislative information we receive from the House and Senate and the Government Printing Office, which is made available on the website

Congress.gov. The official source for federal legislative information, Congress.gov provides access to products including full texts of legislative documents, bill summaries, legislative status and CRS reports.

Integrity is highly important in what we do for Congress. We specialize in making sure information is available and accurate. We track legislation from the time the measure is introduced and follow it until it becomes public law. Our goal is to get the data in the system before Congress starts their day.

I have over 40 years of experience working with legislation and the legislative process in CRS. I enjoy serving Congress and CRS with exceptionally high-quality information." **JUANITA M. CAMPBELL, SUPERVISOR FOR QUALITY CONTROL AND DATA MANAGEMENT**





CRS.GOV, THE WEBSITE FOR CONGRESS

Jennifer E. Manning, information research specialist, views CRS.gov, CRS's exclusive website for Congress, from the La Follette Congressional Reading Room. CRS.gov is available on congressionally issued computers and mobile devices. On the website, clients can find reports, contact analysts, place requests for customized support, personalize their website experience and sign up to receive email notifications on products of interest. They can also register for upcoming seminars and programs and view CRS-produced videos.

READING ROOMS AND SENATE CENTER

Audrey Crane-Hirsch, information research specialist, staffs the La Follette Congressional Reading Room. CRS research and meeting areas include: the La Follette Reading Room, James Madison Building; the Jefferson Congressional Reading Room (Members of Congress only), Thomas Jefferson Building; and the Senate Center, B-07, Russell Building.





PROGRAMS AND EVENTS

Christopher M. Davis, analyst on Congress, speaks at a seminar on the legislative process and the resources available to monitor it. CRS offers programs and events that cover topics such as appropriations and budget, federal legal research and the legislative process. Policy and legal seminars are also offered, along with programs for district and state offices and orientations for new staff.

CRS CORE VALUES: AUTHORITATIVE, CONFIDENTIAL AND OBJECTIVE

CRS is committed to providing authoritative, confidential and objective research and analysis to Congress.

AUTHORITATIVE

CRS staff employ rigorous research methodologies, free of built-in bias. They

- present, explain and justify any critical assumptions;
- investigate data anomalies;
- use primary resources whenever available;
- double-check all statements of fact; and
- document and vet all sources.

Such exacting standards assure Members, as they engage in debate, that the analysis they rely on is as accurate as it is current.



"Because Congress's statements are scrutinized by the press and the public, and because its decisions can impact millions of lives and billions of dollars, it is crucial that Congress works with the most accurate information available. Even with our heavy workloads and short deadlines, CRS can't afford to be wrong. I use primary sources whenever I can, and I double-check my calculations." ANGELA NAPIILI,

INFORMATION RESEARCH SPECIALIST

"Our main value is in providing authoritative answers to Congress's questions. We work to ensure that our analyses can withstand rigorous scrutiny from all angles."

EDWARD C. LIU, LEGISLATIVE ATTORNEY



"On any policy matter, there is often voluminous and contradictory information available from a range of sources. In my own work, congressional staff have asked me to provide authoritative information on the issue of compensation for federal employees compared to that of similar private-sector workers. This is a disputed and political research area. Only after careful review of multiple and divergent studies have I been able to offer authoritative analysis about the strengths and weaknesses of studies related to compensation. Congressional clients can trust that CRS has offered the most authoritative view of a contentious and difficult topic."

DAVID H. BRADLEY,
SPECIALIST IN LABOR ECONOMICS



CONFIDENTIAL

All queries and exchanges are held in the strictest confidence. Legislators and congressional staff are free to consult CRS experts, explore issues, dispute them and float unusual ideas—all without question or disclosure. CRS employees do not discuss work undertaken for any Member or committee with any other congressional office nor with anyone outside the organization.

"Confidentiality enables frank and honest discussions with congressional clients. Clients feel secure in seeking our analyses of sensitive or politically controversial issues because they know that CRS will not share the information they reveal with others on Capitol Hill or the media."

CARRIE N. LYONS, SECTION
RESEARCH MANAGER, ADMINISTRATIVE LAW



"Sometimes I receive the same question from different sides of the aisle. Other times I receive requests to help draft conflicting policy proposals for the same party, committee or even office. It is critical to never let on about the other work I'm doing, or to let the work I'm doing for one client influence the work I'm doing for another." **MAGGIE MCCARTY, SPECIALIST IN HOUSING POLICY**



"Confidentiality is important for building confidence, particularly among new congressional staff. New staffers fear asking the wrong questions, yet they still have much to learn about their assigned policy issues. CRS's policy of confidentiality puts them at ease and allows them to learn and amass the self-confidence necessary to hold productive discussions with policymakers." **DARRYL E. GETTER, SPECIALIST IN FINANCIAL ECONOMICS**



OBJECTIVE

CRS maintains an outstanding reputation for objective and nonpartisan analysis. CRS experts are vigilant in evaluating issues without bias. A multi-layered review process also helps ensure that CRS products present issues and analysis in a manner that is fair, considered and reliable.

"I worked closely with a leadership office and committee staff to reauthorize a program for vulnerable children. I assisted both sets of clients with developing their policy goals, even though their goals were divergent. Drawing on my experiences from the last program reauthorization, I provided authoritative analyses of two different proposals. Both clients remarked that they were glad to have me involved, because I was not vested in the outcome, but rather in helping meet their legislative objectives." **ADRIENNE FERNANDES-ALCANTARA, SPECIALIST IN SOCIAL POLICY**



"I think the best way to remain objective is to never confuse your role with that of the elected Members. We serve all Members and staff, and we keep in mind that it is Congress's role to pass legislation, and our role to give Congress the objective, nonpartisan support they can't find anywhere else." **PETER FOLGER, SPECIALIST IN ENERGY AND NATURAL RESOURCES POLICY**



"I believe that CRS staff have the best of both worlds—we are part of the political process, but at the same time non-partisan. CRS attorneys see themselves as not advocating for one position or another, but rather advocating for the law."

KAREN J. LEWIS, ASSISTANT DIRECTOR, AMERICAN LAW





CONTINUITY AND CHANGE



Colleen J. Shogan
Deputy Director, Congressional
Research Service

Over time, political institutions experience incremental change punctuated with periods of continuity. The Congressional Research Service has not been immune to this phenomenon. As Congress has changed over the past century, CRS has adjusted its research priorities, staff size and composition, and its delivery of information and analysis. Despite these shifts, the fundamental rationale for CRS's existence and the service it provides within the legislative branch has remained consistent. The contemporary justification for CRS is the same as it was when Congress created CRS's predecessor, the Legislative Reference Service, in 1914.

Advancing an argument about the consistency of the CRS mission is not without complication. After all, the daily work environment on Capitol Hill has radically changed over time. Members of Congress and staff receive information from a constant barrage of electronic sources in a mobile format, thus enabling the declaration of policy positions and decisions in "real time." Why do CRS and other non-partisan legislative branch agencies remain valuable to Congress in the digital age, when information is instantaneously accessible and readily available? The answer to that question requires a broader look at the structural design of American national government.

In our constitutional system, both shared and distinct powers are sources of tension among the three branches of government. In the past century, the executive branch steadily expanded its influence through both formal (the Budget and Accounting Act

of 1921) and informal (the creation of the public or "rhetorical" presidency) mechanisms. Congress, an institution primarily derived from representative and democratic principles, found itself challenged by the executive's accretion of power, which intensified after World War II. As a coequal branch of government in a separated power system, how can Congress compete with the vast collective resources the executive branch can amass?

To level the playing field, Congress had to take deliberate steps to create institutional support. Such actions are not necessarily in concert with the structure of the legislative branch. In contrast to the executive, Congress confronts inherent organizational impediments. Foremost, the executive benefits from its unitary and hierarchical framework whereas Congress is decentralized, individualistic and often heterogeneous in purpose. In recent decades, the executive branch has created a system in which its access to information and policy analysis is plentiful, efficient and responsive.

Congress pursued a number of remedies to bolster its position vis-à-vis the executive, such as the creation of an independent congressional budget process and televised broadcast of legislative debate. In 1970, Congress created the modern-day CRS to provide research and analysis to support its legislative and oversight functions. CRS cannot match the research and analytical resources of the executive branch in size or budget. Nonetheless, CRS serves as Congress's exclusive source for confidential,

objective and authoritative analysis and information. This larger purpose of CRS has not changed in the past 100 years, nor is Congress likely to change it in the next century. As long as the legislative branch continues to compete with the executive for power and authority, Congress will rely on CRS to provide it with the information needed to fulfill its constitutional duties.

What is likely to change in the next century is how CRS executes its mission to provide Congress with the information and analysis it requires to perform its policymaking and representative functions. While the quality and reliability of CRS information must remain unassailable, the delivery of that information must reflect the transformation of technology that we will undoubtedly continue to experience. Advances in technology may change how Congress deliberates; such advances have already altered how Congress obtains, shares and processes information. CRS must determine how to balance the rapid demand for information with its most important core value, authoritativeness.

In a digital age, most information is consumed within an open marketplace of ideas. With the democratization of information, has Congress finally solved its resource problem? Not quite. In fact, the problem has become more nuanced.

Authoritativeness is often sacrificed within the cacophonous public marketplace of ideas, where “get it first” is valued more than “get it right.” CRS, as a

confidential source of authoritative information and analysis for Congress, must continually reaffirm its worth as it exists alongside the open marketplace of ideas. After sifting through the abundance of available information, CRS will serve future Congresses by producing and providing the reliable knowledge necessary to guide legislative decision-making.

As in the past, Congress will decide how CRS can best serve its future needs. At this moment in time, political beliefs are sharply divided in both Congress and in the nation. During periods of polarization, CRS can play a crucial role, serving as an arbiter of authoritative information and research. Providing objective information to both parties as legislation is crafted and debated makes CRS a valuable resource.

However, history tells us that periods of intense polarization do not last forever. Political realignments occur, cleavages are resolved and national institutions reach a new equilibrium. The waxing and waning of ideological division is ephemeral in nature, and therefore compels us to recall the original and enduring rationale for CRS—the rationale that will persist as long as we maintain our current constitutional structure.

The fundamental motivation justifying the continued existence of CRS looms in the background as strongly as it did a century ago: CRS will continue to provide Congress with an authoritative counterweight to the pervasive and powerful drumbeat of the executive.





IN GOD WE TRUST

THE PEOPLE SHALL NOT PERISH FROM THE EARTH

FOR THE PEOPLE SHALL HAVE A NEW BIRTH OF FREEDOM - THAT

ABOUT THE AUTHOR

Stephen W. Stathis for nearly four decades was a specialist in American national government for CRS. Specializing in the history of Congress, he held both research and managerial positions. He is the author of the first and second editions of "Landmark Legislation" (2003) (2014) and "Landmark Debates in Congress: From the Declaration of Independence to the War in Iraq" (2009). His articles have been published in a broad range of professional journals and leading newspapers. In 2006, Stathis was the Kluge Staff Fellow at the Library of Congress John W. Kluge Center.



CREDITS

Project Manager/Editor in Chief
Cory V. Langley

Sponsor
Colleen J. Shogan

Advisor
Richard C. Ehlke

Design
Pro Payne Graphics

Copy Editors
Shelley Harlan, Ronda L. Mason

Proofreaders
Martha L. Courtney, Andrew M. Schaefer

Fact Checkers

Jennifer E. Manning, Thomas H. Neale

Review, Research and Resource Assistance

Cliff Cohen, William H. Cooper, Janine D'Addario, Christopher M. Davis, Lisa B. Dove, Charles Doyle, Gary B. Ellis, Kimberly S. Ferguson, Matthew Field, Susan Finsen, Todd Garvey, Jennifer A. Gavin, Matthew E. Glassman, Robin D. Grove, Lizanne D. Kelley, Karen J. Lewis, Jack Maskell, Andrew Mendelson, Thomas H. Neale, Walter J. Oleszek, Kathryn Gayle Osterberg, John Sayers, Jeffrey W. Seifert, Marcia S. Smith, Adam Stoll, Kathleen S. Swendiman, Clay H. Wellborn, Tamara L. Wells-Lee

Development

Charles Doyle, Eliamelisa Gonzalez, Jennifer E. Lake, Andrew Mendelson, Roger F. Noble Jr., Bryan Scott Singuefield, Karen J. Wirt

Design Advisory Team

Jamie L. Hutchinson, John Nicholas Pull, Amber Hope Wilhelm

Photography Research Project

Cory V. Langley, coordinator; Barbara Salazar Torreon, coordinator; Erin Antognoli; Erica Gresham; Andrew Lee

PHOTOGRAPHY

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CONTACT CRS

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